DOCUMENT RESUME

ED 330 788 CE 055 713

TITLE A Literate Louisiana. The Key to Economic Recovery and Future Growth.
INSTITUTION Louisiana State Literacy Task Force, Baton Rouge.
PUB DATE 90
NOTE 85p.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS Adult Basic Education; Adult Literacy; *Basic Skills; Correctional Education; Educational Improvement; Functional Literacy; Information Dissemination; *Literacy Education; *State Programs; *Statewide Planning
IDENTIFIERS *Louisiana

ABSTRACT

This report on what can and should be done to raise the literacy rate in Louisiana recommends that: (1) a state literacy office be established under the office of the governor to coordinate and facilitate the state's literacy programs; (2) a standard operational definition of literacy be established; (3) a Louisiana Literacy Foundation be established to promote the growth of literacy through fund-raising; and (4) that current educational reform initiatives be continued and coordinated closely with Louisiana's literacy initiative. Following an introduction, the document contains sections on the Louisiana Literacy Task Force and on the task force's findings and recommendations. The appendices (two-thirds of the document) contain reports from the state committees on the following areas of concern: the present status of literacy in Louisiana; government; economic development; finance; literacy in correctional institutions; and public awareness/marketing. A 64-item bibliography lists state plans, publications, and resource organizations. (CML)

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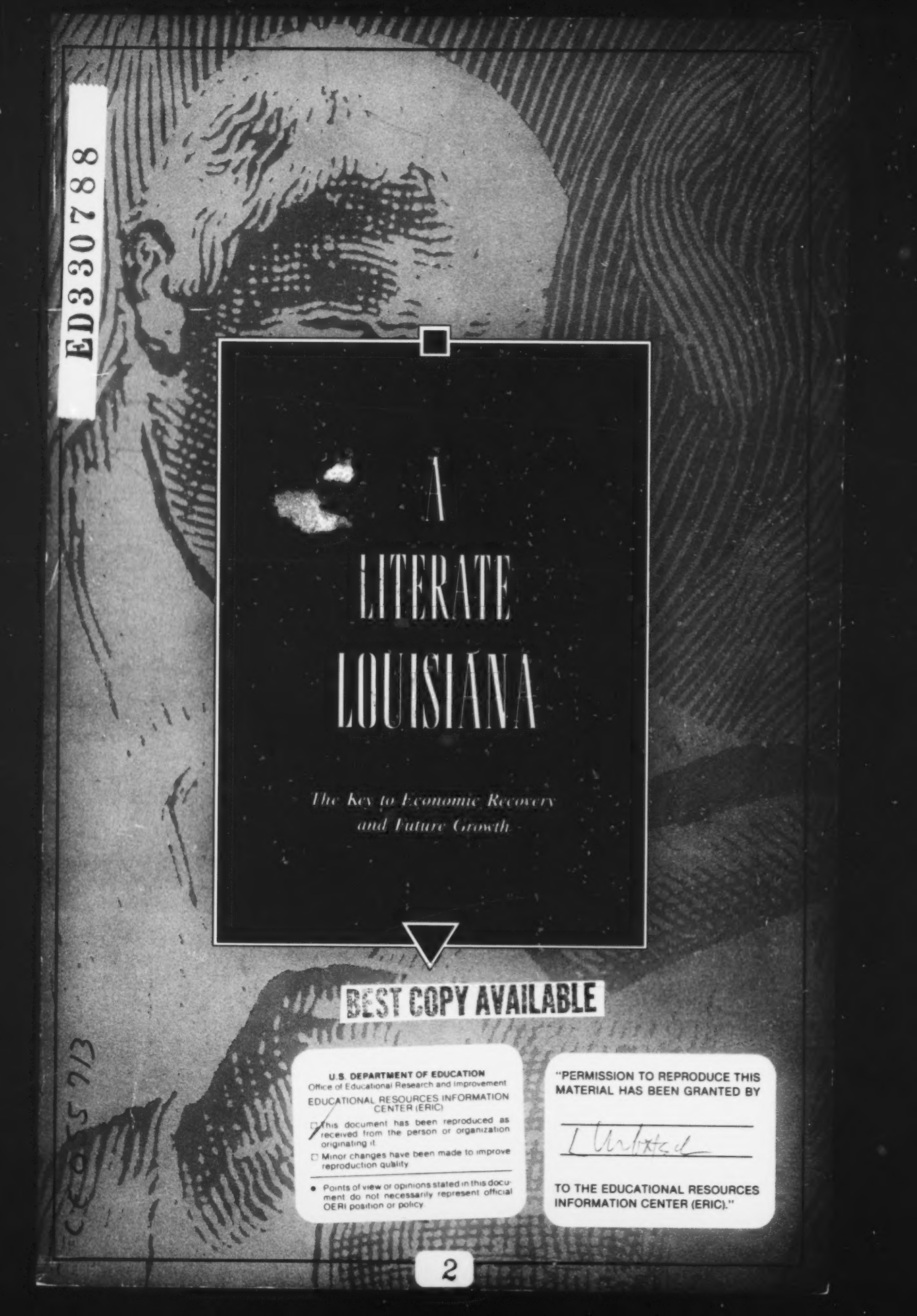

A LITERATE LOUISIANA

The Key to Economic Recovery and Future Growth

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A Literate Louisiana

The Key to Economic Recovery and Future Growth

"At its most elementary level, literacy in the United States is the ability to read, write, and speak with sufficient skill to function successfully in society. These skills are the essential stepping stones to full participation in the economic, political, social, and cultural life of the country. Basic literacy is the key that opens opportunities for additional learning and for upward economic mobility. At a more complex level, literacy includes the ability to reason and process information that enables individual workers to adapt to a rapidly changing and increasingly competitive international marketplace."

--National Governors' Association
Task Force on Adult Literacy

To: The Honorable Buddy Roemer, Governor of Louisiana,

The State of Louisiana is facing a bleak future. Our economy has suffered devastating blows in the recent past, and unemployment stands at record levels. We seek to attract new industry, new business for our state. But in the face of today's requirements for an increasingly skilled, literate, and technically able workforce, Louisiana's population is the least literate in the nation.

Yet, Louisiana's record in developing its human resources does not provide a basis for confidence in future economic recovery and development:

- According to the 1980 Census, 7.8% of the state's adult population 25 years of age and older had fewer than five years of schooling, ranking Louisiana 50th among the fifty states.
- Over the past decade, nearly one of every two adults in Louisiana has failed to complete high school, giving our state one of the highest dropout rates in the nation.
- The National Center for Education Statistics estimates that 16% of the adults in Louisiana - one in every six - are unable to read or write at any level.

These alarming statistics indicate a significant and immediate need for action if Louisiana is to have any reasonable hope of a sustainable economic recovery into the next century.

The Louisiana Literacy Task Force, based on its research, submits the following recommendations for immediate action:

1. Establish, under the Office of the Governor, a State Literacy Office, to coordinate and facilitate the state's literacy programs.
2. Establish for the state's use a standard operational definition of literacy.
3. Establish a Louisiana Literacy Foundation, a non-profit entity, with a charter to promote the growth of literacy through fund-raising and advocacy.
4. Continue current educational reform initiatives, and coordinate them closely with Louisiana's Literacy Initiative.

Our economic survival is threatened. We may be able to survive with current levels of illiteracy, but we cannot prosper. Let us act - now, and aggressively - to create **A Literate Louisiana.**

Respectfully submitted,

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Chair, Louisiana Literacy Task Force

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ACKNOWLEDGMENTS

The members of the Louisiana Literacy Task Force gratefully acknowledge the assistance of the many states, agencies, organizations and individuals who made this report possible. Their names and contributions are too numerous to list here. However, the Task Force wishes to thank particularly the administrators and staffs of the Governor's Office, the Louisiana State University Department of Continuing Education and the Louisiana Department of Labor. Special acknowledgement is due Peter Pearson, of the Minnesota Adult Literacy Campaign and Sondra Stein, of the Massachusetts Commonwealth Literacy Corps, who gave unstintingly of their time and expertise. Henry McHenry, of the National Alliance of Business, and Jack Brizius, of Brizius & Foster served as valuable consultants. The Louisiana Literacy Task Force is indebted to them and to the many who have long supported the goals of promoting literacy in our state. Together, we share a vision of a literate Louisiana.

Introduction

The past decade has brought dramatic change to the State of Louisiana. One of the most devastating economic depressions the state has ever known has drastically altered, for the foreseeable future, Louisiana's economic structure. The net impact of this development is to place Louisiana, like many other states in the nation, in the position of confronting the economic reality that many jobs which have provided stable and adequate sources of income for many lower skilled workers will simply not exist in the future. If Louisiana is to achieve full economic recovery, its policy makers must address a problem existing in virtually every region of the country, but that is epidemic in Louisiana: functional illiteracy among a significant and increasing percentage of the working age population.

In general terms, illiteracy exists when an individual is unable to use printed and written information in order to function in society and to develop his/her knowledge and performance potential. The impact of increasing illiteracy among the working population is reflected in the fact that by the year 2000, 75% of the workers currently employed will need some form of retraining. Some estimates suggest that continuing technological advancements in the workplace will require workers to retrain several times during their careers. This is a pattern that differs significantly from the traditional career experience of the majority of Louisiana workers.

In 1985 a group of Southern state and local leaders came together, under the auspices of the Southern Growth Policies Board, to consider the future of the South. The report of their conclusions, "Halfway Home, and A Long Way to Go," identified adult illiteracy as one of the most pressing problems facing the South. It is a problem that not only negatively affects the individual, it is also a problem that significantly limits the economic growth potential of an area as the requirements of the jobs of the future become increasingly focused on the ability to adapt quickly to changing procedures and technologies. The severity of the problem in Louisiana is reflected in several different measures of literacy, all of which show the state ranking at or near the bottom among the fifty states. With a 20% shift from low skill level jobs to more complex skill level jobs, the Louisiana worker will have to adapt or face possible unemployment. (See Appendix A, Report of the Present Status Committee; See Chart in Appendix D)

Louisiana's challenge is compounded by its severely depressed economy, which means that there are fewer resources within the state to combat an alarming rate of illiteracy. Paradoxically, a continuation of current illiteracy levels greatly restricts the employment base. Thus, a successful literacy initiative will require realistic goals and objectives; a willingness and ability to target specific groups in need of literacy development; an expanded, diversified base of financial support for literacy development efforts; and a substantial commitment from other institutions that have a vested interest in a "literate Louisiana."

This report presents the findings and recommendations of the Louisiana Literacy Task Force. The Task Force was organized to analyze and evaluate the scope of the literacy problem within the state, to research and evaluate literacy development initiatives in other states, and to develop a long-range strategy for increasing literacy within the state. The report is organized into the following major sections:

- The Scope and Impact of Illiteracy summarizes the Task Force's findings regarding the current situation in Louisiana and its implications for future economic growth and development in the state. The information in this section establishes a mandate for action.

- The Louisiana Literacy Task Force describes the mission and structure of the Task Force and the approach that was used in conducting the research and developing the findings and recommendations reflected in this report.

- Findings and Recommendations describes the specific recommendations of the Task Force and the research findings which support them.

- The conclusion reinforces, in summary fashion, the factors establishing a strong need for action and the nature of actions which are needed.

Also included are appendices to the report with selected information which may be useful in understanding and using the report: goals and objectives for a state literacy initiative identified by the Task Force; each of the Task Force committee reports; and a bibliography of reference documents.

The Scope and Impact of Illiteracy

Historically, the concept of literacy has been fairly simple: the ability to read, write and perform basic mathematical computations. As the workplace, and society in general, have grown more complex, literacy has become a multidimensional concept. Therefore, the development of a comprehensive and coordinated strategy for increasing the literacy of the population requires a working definition of the concept and an understanding of the relationship between the different degrees of literacy and the impact on economic development.

A WORKING DEFINITION OF LITERACY

Many of the most recent and respected studies of literacy have adopted the definition of literacy proposed by the National Assessment of Educational Progress (NAEP) in its report, "Literacy: Profiles of America's Young Adults." NAEP assessed the literacy skills of America's young adults by using a wide variety of tasks to stimulate the diversity of literacy-based activities that people encounter at work, home, school, and in their communities. Based on this study, NAEP proposed the following definition:

> "Literacy is the ability to use printed and written information to function in society, to achieve one's goals, and to develop one's knowledge and potential."

This definition, developed as part of an ongoing research project mandated by the United States Congress, provides a convenient vehicle for a standard national definition of literacy; and, by defining literacy as a continuum of skills, provides sufficient flexibility to develop and implement a range of appropriate programs within the framework of an individual state's literacy development needs and objectives.

However, if an adult literacy initiative based on a definition of a broad continuum of skills is to be effective as a policy and program development guide, it must contain provisions to target specific groups over time. Specific levels of literacy services will need to be incorporated into the state's working requirements of those who need to learn to read and write, those who need to develop basic coping skills, and those who need to improve their skills in the workplace, or those who seek to enhance the quality of their lives.

THE CURRENT SITUATION

Louisiana ranks at or near the bottom among the fifty states, according to most measures of literacy and educational achievement. Some of the significant indicators of the scope and severity of the literacy problem in Louisiana are:

- Years of Schooling

  The 1980 U.S. Census reported that 7.8% of the state's adult population 25 years and older had fewer than five years of schooling, giving Louisiana a ranking of 50th among the fifty states.

- Completion of High School

  The 1980 U.S. Census revealed that 43% of the state's total adult population 16 years of age and older had less than a high school education and were not enrolled in school. In addition, Louisiana has the highest reported school dropout rate in the nation.

- English Language Proficiency

  A 1982 nationwide study (the English Language Proficiency Study) predicted the percentage of individuals in each state who were likely to be illiterate. The study conservatively estimated that 16% of Louisiana's population was illiterate, placing it last of all fifty states. This conclusion was reinforced by a similar estimate by the National Center for Education Statistics.

Although it is impossible to know the exact size of the illiterate population within the state, it is clear that Louisiana has a significant literacy problem, both in absolute terms and in comparison to the situation in other states.

While a precise estimate cannot be developed, if the state's 1980 Census data and the 16% estimate of illiteracy are used, approximately 673,000 individuals within the state are illiterate. Given the economic and social developments during the last nine years, this estimate is surely conservative. The United States Department of Education, as well as the 1987 report of the Education Commission of the States report a figure of 1.1 million individuals in need of literacy services. The results of a 1988 statewide survey of nonprofit literacy service providers and Councils on Aging in the State revealed that 4,100 tutors volunteered 212,850 hours of time at a cost of $489,750 in grant and donation funding. These efforts were supplemented by Louisiana Departments of Labor and Education and local government and education agencies which assisted another 8,400 individuals. The inescapable "bottom line" conclusion is that even if these efforts are fully successful with the individuals served, it will require 42.5 years to assist everyone presently in need.

Efforts to reduce illiteracy have been hindered because Louisiana, like many other states, has a diverse, uncoordinated service delivery system characterized by a multitude of nonprofit governmental agencies, community action groups, private businesses and governmental agencies and departments.

IMPLICATIONS FOR ECONOMIC GROWTH AND DEVELOPMENT

Attacking illiteracy in Louisiana is not just "doing good." Enhancing the quality of life of Louisianians, improving their ability to participate in the business, civic and social activities of their communities, would in itself be ample motivation for a literacy campaign. The fact is that Louisiana faces compelling economic reasons for moving to reduce its illiteracy rate, or it will suffer further serious unemployment and the attendant social problems.

For much of the nation's recent history, regional economic development has been spurred by the availability of a work force capable of managing the requirements of industry and commerce. In many instances, this meant that virtually any area of high unemployment could be attractive to employers, since the "buyers market" meant lower labor costs. When other considerations balanced out, price was often the determining factor. Price continues to matter, of course, but the availability of a cheap labor force is not enough to attract development in today's market.

In many parts of our country, employers are now frustrated by the lack of workers with skill levels adequate to meet existing job requirements. The U.S. Department of Labor projects that 90 percent of all new jobs created between now and 1995 will be in services - only eight percent in manufacturing - with an increasing dependency on basic literacy skills. In addition, the Hudson Institute's report, Workforce 2000, forecasts that only 27% of all new jobs will fall into low skill categories, compared to 40% of jobs today. Jobs that are in the middle of the skill distribution today will be the least skilled in the future. For the first time in history, entry-level positions will require one to two years of post-secondary education.

Simply put, an illiterate work force is an immense obstacle to economic survival, and an even greater barrier to economic growth.

The Louisiana Literacy Task Force

Prior to Governor Roemer's inauguration, Patti Roemer surveyed special areas of need in Louisiana. The state's unacceptable rate of illiteracy immediately drew her attention, and her concern was reinforced by the absence of any single body directed at coordinating all the various efforts to increase literacy. Consequently, she undertook to provide leadership and impetus to the Louisiana Literacy Initiative.

A preliminary examination of existing efforts on the part of Louisiana's literacy providers and advocates, and a review of the literacy initiatives of other states, led to the decision to establish a task force, and charge it with the development of a plan for moving aggressively to reduce illiteracy within the state.

Members of the Task Force were chosen from the education community, the public sector, and the private sector, including volunteer groups, libraries, literacy providers, public policy organizations, the media, community-based organizations, business, industry, and labor. Every effort was made to insure that Task Force membership appropriately represented the various regions within the state.

MISSION AND GOALS

In brief, the mission of the Task Force was to develop a comprehensive long-range state plan for improved literacy services.

To accomplish that mission, six objectives were identified.

1. To identify the level of need for literacy services, to assess existing services and mechanisms within the state, and to examine comparable initiatives in other states.

2. To determine the appropriate role for state government in a public/private initiative of this sort.

3. To identify and recommend legislation necessary to the accomplishment of the Initiative's goals and objectives.

4. To identify potential funding sources from federal, state, and local governments, and potential donors and contributors among businesses, foundations, and individuals.

5. To provide recommendations and guidance for literacy programs in correctional institutions.

6. To devise a detailed and long-term plan for marketing literacy services, in order to increase student and tutor recruitment and to promote business and community involvement.

Organization

The Task Force established six committees to pursue the objectives outlined above. Over a period of six months, these committees worked toward assigned goals, while coordinating their efforts and achievements in support of a unified approach to the problem as a whole.

The Present Status Committee assessed the literacy needs of the state and identified existing services. This committee also studied different state literacy initiatives to avoid duplication of effort, to discover the state of the art and "best practices," and to build on the knowledge and experience of existing programs.

The Government Committee developed a legislative definition of literacy for Louisiana. The committee researched existing legislation concerning literacy and explored the necessary role of state government. The committee developed a legislative package for submission to the Louisiana Legislature, based on the findings and recommendations of the full Task Force.

The Economic Development Committee determined how the literacy delivery systems in the state can best serve the economic needs of Louisiana and how to develop partnerships between business, industry, labor, and government. They investigated the types of job readiness that will be required in the 1990s and the way Louisiana can best allocate resources to build on this work force.

The Finance Committee studied the methods used by other states to fund their literacy initiatives. This committee conducted extensive research to develop a unified plan to harness the fiscal resources of federal, state, community, business, foundation, and individual sources.

The Corrections Committee addressed the literacy problem in correctional institutions, developed a plan to foster literacy plans in correctional institutions, and investigated literacy sentencing alternatives and the role of literacy as a parole requirement. This committee worked extensively with federal, judicial and corrections officials; the Department of Corrections; Parish Warden's Association; Sheriff's Association; and many others in the state's criminal justice community.

The Marketing Committee's charge was to develop a comprehensive state awareness strategy to complement the recommendations, goals, and objectives of the Task Force. The plan will increase student and tutor recruitment, and promote the participation of business and community elements in these efforts.

Methodology

The diverse assignments of the committees dictated a varied approach to their responsibilities. Members reviewed existing literature and interviewed knowledgeable experts. A wide range of experts and advocacy groups, both within the state and throughout the country, were contacted, and provided invaluable assistance to the Task Force.

The committees coordinated their work throughout the six months of the study, and presented their findings and recommendations to the Task Force for review and consideration. Those initial recommendations created the foundation for the four principal recommendations presented in the following pages of this report.

The studies undertaken by the six committees served to identify concrete goals for the Literacy Initiative. These goals, set out in Appendix A of this report, are specified by objectives and action steps in support of each goal. The Task Force also proposed a timetable for implementing the Initiative, with a four-phase breakdown for the program, extending to the year 2000. The timetable accompanies the statement of objectives.

The framework of identified goals, objectives, and actions, combined with the information gathered through the committees' activities, resulted in a series of findings. Those findings merit four major recommendations, which are set forth in the following pages. Other recommendations of the individual committees are found in their separate reports.

Findings and Recommendations

I. STATE LITERACY OFFICE: In Louisiana there are a multitude of separate non-profit agencies, community groups, private businesses, and government departments working actively to reduce illiteracy. Often these groups target separate segments of the population: the elderly, the indigent, age or work force groups, etc. There is, however, no one body that coordinates all the services dedicated to increasing literacy.

The Task Force considers that coordination of planning and action are essential to progress.

The Task Force recommends:

that there be established an Office of Literacy within the Governor's Office.

A. The mission of the Office of Literacy will be:

- to facilitate the development of statewide literacy coordination;
- to increase the numbers of those served, thereby enabling Louisianians to:
  - secure, maintain and/or upgrade employment,
  - increase their self esteem,
  - participate in community activities,
  - participate in educational activities, and
  - participate in the democratic process;
- to advise the Governor and other policy makers on all matters relating to literacy;
- to serve as a public advocate, representing literacy providers, students, private and public sector interests.

B. The Office of Literacy will:

- coordinate all literacy efforts or initiatives;
- coordinate the allocation of federal, state, and private funds;
- coordinate the implementation of a statewide awareness campaign;
- establish literacy provider networks;
- provide for evaluation and assessment of all programs;
- coordinate workplace literacy efforts to insure a literate workforce;
- initiate legislation where needed; and
- establish a comprehensive annual reporting plan for the Initiative.

C. An advisory committee will be established to advise the Office of Literacy on policy. It will be composed of the following: the First Lady, representatives from the state departments of Economic Development, Corrections, Education, Health and Hospitals, the State Library System, the Office of Elderly Affairs, and any other representatives deemed necessary.

D. The Office of Literacy will conduct a comprehensive state survey of adult literacy needs to establish baseline data including: the number of adult Louisianians who need literacy services; the specific competencies they require; and their distribution by sex, age, race and geography. Further, a system of assessment will be developed to update and expand the database on a regular basis.

II. LITERACY DEFINITION. A legislative program or a major social initiative must be based on a point of common understanding. For legal, administrative, publicity, and other uses, a standard definition must be established.

The Task Force recommends:

That there be established a standard definition of literacy to be used in assessing the functioning levels of the population.

A. That definition should be based on the ability to use printed and written information to function in society, to achieve one's goals, and to develop one's knowledge and potential.

B. Further, the following levels of literacy should be adopted and implemented as part of Louisiana's legislative definition of literacy:

Level One

Reading:
The ability to express thoughts verbally and to read those thoughts as written.
Writing:
The ability to express complete thoughts in writing.
Arithmetic:
The ability to add, subtract, and perform simple multiplication and division.

Level Two

Reading:
The ability to read and comprehend what is generally written for public consumption, such as newspapers, magazines, instruction, forms.
Writing:
The ability to coordinate and synthesize thoughts into a coherent, organized essay.
Computation:
The ability to use computational skills to solve everyday problems, such as balancing a checkbook, and to interpret mathematics in general use, such as newspaper charts and graphs.

Level Three

Reading:
The ability to read materials meant for personal enrichment, such as novels, or for specific information important to the individual, such as job-related technical manuals.
Writing:
The ability to produce persuasive writing in an area important to the individual, such as writing for personal pleasure or job-related technical writing.
Computation:
The ability to use computation skills to solve problems not previously encountered or problems specific to attainment of higher mathematical calculation.

III. LOUISIANA LITERACY FOUNDATION: The cost of a comprehensive literacy program for the State of Louisiana over the next ten years at 1989 figures is estimated to be $660,000,000. Numerous other programs will be competing for the limited funds in Louisiana, both in the legislative arena and in the private literacy sector. To compete effectively and successfully for funds, the literacy effort requires a central, coherent and continuing mechanism dedicated to the funding and support of a literacy program.

The Task Force recommends:

The establishment of the Louisiana Literacy Foundation, a non-profit endowment, which will be responsible for fund-raising, lobbying, and advocacy.

A. Other responsibilities of the Foundation will include the coordination of corporate investments and private donations for specific projects. These funds will be disbursed through the Office of Literacy. The Foundation will also serve as a grantor to private providers. It may use corporate donations for innovation and excellence awards and for pilot projects that have been recommended jointly with the Office of Literacy.

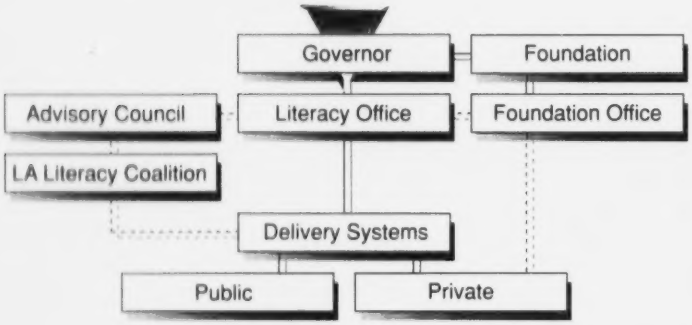
B. The Foundation will provide grantsmanship seminars and workshops for literacy providers coordinated through the State Office.

C. Members of the Foundation board are to include the First Lady, and private sector and community leaders from various geographic areas of the state. They will be appointed initially by the Governor to serve staggered terms; and will be self-perpetuating thereafter.

D. The Foundation will be administered by a Director and staff responsible for carrying out the charge of the Foundation. The Foundation and the Office of Literacy boards and staffs will coordinate the activities.

E. The structure of the state literacy initiative will be as suggested by the following chart.

PROPOSED ORGANIZATIONAL STRUCTURE



IV. CONTINUED EDUCATION REFORM: The major goal of the Task Force is to address the concerns of citizens 16 years and older who are presently out of school and in need of continued education. The Louisiana Literacy Task Force strongly feels, however, that any effort to overcome adult illiteracy in the state must be coordinated with school reform. Adult illiteracy is perpetuated partially because students drop out of high school and because too many students complete twelfth grade without functional math and reading skills. The Task Force considers the existing education reform efforts a significant and positive approach to a problem which touches all Louisianians.

The Louisiana Literacy Task Force recognizes and endorses the efforts of the Governor's administration in continuing education reform and other statewide groups concentrating on the single issue of education reform.

The Task Force recommends:

> That existing efforts to reform and improve the state's educational system be continued, and that those efforts be coordinated with efforts of the Office of Literacy.

CONCLUSION

Serious economic difficulties now plague the State of Louisiana, and every effort must be made to generate economic growth in the state.

Essential to the attraction of industry, or the expansion of commerce, is a literate and capable workforce.

By virtually every measure, Louisiana's workforce is the least literate in the nation, and illiteracy is actually on the increase.

To create jobs and to diversify the state's economic base, Louisiana must reverse the present trend and create a literate workforce.

A desirable goal is to create a literate workforce by the year 2000; a monumental task, requiring the mobilization and coordination of existing resources and efforts, and a re-doubling of efforts to secure new resources for the struggle.

Meaningful progress can only come from a partnership of the public and private sectors.

Louisiana's failure to achieve our goals can result only in continued economic and social privation for the citizens of Louisiana.

The Louisiana Literacy Task Force strongly urges the creation of a Louisiana Literacy Initiative, and the adoption of the recommendations contained in this report.

Appendix A:

Goals for Louisiana Literacy Initiative

To chart a course for a meaningful Literacy Initiative for the State of Louisiana, a statement of goals and objectives is essential. The Task Force identified goals, articulated subordinate objectives, and spelled out specific action steps that should be taken in furtherance of those objectives.

The goals and objectives outlined below are possible within the time frame suggested only if the major recommendations of this Report are accepted and acted upon.

GOAL: PRODUCE A MORE LITERATE, PRODUCTIVE WORKFORCE ABLE TO FULLY CONTRIBUTE TO THE ECONOMIC DEVELOPMENT OF THE STATE

Objective: Develop new programs and expand existing literacy programs for those citizens currently dependent on public assistance, i.e., welfare recipients, mothers receiving AFDC, homeless, unemployment recipients, etc., who are functioning below the high school completion level. These programs will serve their clients such that each client may obtain one or more of the following: gainful employment, GED, entrance into a job training program, entrance into a GED program, or advancement of at least two (2) grade levels in an academic or competency-based program.

Action Step: Develop and implement a marketing and recruitment plan designed to reach public assistance dependents.

Action Step: Involve regional literacy representatives, public assistance offices, and members of the target group in identifying the needs of public assistance providers.

Action Step: Increase and provide information about support services, such as child care and transportation, which are essential to the participation of learners.

Action Step: Coordinate efforts among current public agencies involved in providing literacy service to the target population.

Objective: Create new services and expand existing services for dislocated workers and workers who may be in danger of displacement due to inadequacy of skills. These services will aid the clients such that each client may obtain one or more of the following: gainful employment, progress at least two grade levels in an academic or competency-based program, complete special job training program, etc.

Action Step: Establish a delivery system to provide centralized education training and employment services for dislocated workers and for employees needing to upgrade their workplace skills.

Action Step: Involve business/industry, labor, current provider agencies and other agencies involved in workplace literacy in identifying those skills necessary for both the workers and the state to compete in today's changing labor market.

Action Step: Develop and implement a marketing and recruitment plan designed to reach dislocated workers and those workers in danger of displacement due to inadequacy of workplace skills.

Objective: Increase the number of persons served by English as a Second Language (ESL) programs in order that they may attain language proficiency for employment.

Action Step: Increase technical assistance to programs for adults with limited English speaking proficiencies for competency-based curriculum development, research, materials design, instructional delivery and evaluation.

Action Step: Coordinate new and existing programs for ESL learners to insure maximum effectiveness of public/private expenditures.

Action Step: Involve current ESL providers, and members of the ESL population, in evaluating the needs of ESL learners and in determining the extent of ESL learners not being served by existing programs.

Action Step: Develop and implement a recruitment plan designed to reach ESL learners.

Objective: Create new services or expand existing services to move prison inmates from basic literacy to work force literacy.

Action Step: Mandate via legislation, for both state and parish prisons, the development of a standardized evaluation instrument for all inmates presently incarcerated and for all new inmates prior to sentencing.

Action Step: Involve the Department of Corrections, parish prison officials, and others associated with correctional facility education in establishing mandatory participation in a literacy program as a consideration for board parole.

Action Step: Adopt regulations for all state correctional institutions and parish prisons for providing a literacy program for inmates who fail to attain an established minimal reading level.

Action Step: Provide for adequate training of teachers assigned to state correctional institutions to insure that appropriate instruction is available to meet inmate requirements and in such a way that inmate and/or volunteer tutors may be used in teaching reading.

GOAL: COORDINATE LITERACY EFFORTS AMONG PUBLIC AND PRIVATE SECTORS

Objective: Create and maintain a clearinghouse of information related to adult literacy.

Objective: Marshal the resources of the State Library and local library systems as both literacy providers and as a referral/informational network throughout the state for those seeking literacy assistance.

Action Step: Involve the State Librarian or representative of the State Library and representatives of the public library system in determining the appropriate role of the libraries.

Objective: Establish interagency coordination among state agencies to ensure effective use of state dollars in the delivery of literacy services.

Action Step: Involve representatives of all state agencies involved in literacy services in an Advisory Council to recommend policy development, program administration, and evaluation criteria.

Action Step: Establish a method for coordinating allocation of resources among agencies for an effective literacy delivery system.

Objective: Maintain a statewide literacy hotline for the use of potential learners, tutors, and those wishing to obtain general information about literacy programs.

Action Step: Expand the 24-hour, 7-day answering service capable of obtaining accurate information about caller for referral to appropriate agency for response.

Action Step: Enhance method for distributing hot-line caller information to the appropriate agency for response.

Objective: Create a database to permit more accurate measurement of the number of Louisiana citizens likely to need services, with a distribution by age, sex, race, and geographic location.

Action Step: Collect existing data from sources that reflect the number of Louisianians likely to be below the established state literacy level, i.e. recent immigrants, U.S. Census Bureau school level completion, school dropout figures, etc.

Action Step: Mandate the collection of data not currently being recorded that would reflect the number of Louisianians likely to be below established state literacy level, such as the number of citizens requesting the oral examination for the state driver's license.

GOAL: ESTABLISH A SYSTEM FOR INSURING THE EFFECTIVENESS OF ADULT LITERACY PROGRAMS

Objective: Develop a standardized assessment instrument for determining the literacy level of adult learners.

Action Step: Involve literacy specialists from various sectors providing adult literacy services to evaluate currently available assessment instruments, and/or develop new assessment instruments.

Action Step: Maintain liaison with national literacy offices developing assessment instruments.

Objective: Increase retention of adult learner enrollment such that learners complete their prescribed programs.

Action Step: Encourage literacy providers to closely match desired learning outcomes of student to program objective.

Action Step: Assist in coordination of student support services.(i.e. child care, transportation, job placement) to enable students to continue classes.

Objective: Establish a performance measurement system to evaluate the effectiveness of literacy programs.

Action Step: Develop criteria and implement procedures for the evaluation of literacy programs.

Action Step: Issue reports and recommendations to the respective governing bodies.

GOAL: ESTABLISH A LONG-RANGE STABLE FINANCIAL BASE FOR SUPPORTING LITERACY PROGRAMS THROUGHOUT THE STATE.

Objective: Create a method for coordination of both public and private resources, and develop new resources for the support of literacy programs.

Action Step: Establish a private, non-profit foundation charged with encouraging private contributions for literacy programs.

Action Step: Establish criteria for awarding foundation resources to literacy providers.

Objective: Develop a method for awarding grants to public/private literacy providers.

Action Step: Involve Advisory Committee in establishing criteria for awarding grants.

Action Step: Develop an application for grant proposal along with an adequate Request for Proposal system.

GOAL: EMPLOY NEW TECHNOLOGIES AND PROVIDE FOR THE APPLICATION OF RESEARCH AND DEVELOPMENT TECHNIQUES FOR IMPARTING LITERACY SKILLS TO ADULTS.

Objective: Support center to disseminate existing technology and develop new technology for imparting literacy skills to adults (computer-assisted, interactive video, etc.)

Objective: Support creation of new mechanisms for financing new technology.

Objective: Encourage business/industry to support research and development, and to import new technology as a basis for appropriate worker training programs.

Objective: Develop liaison with federal offices responsible for developing/evaluating new technologies.

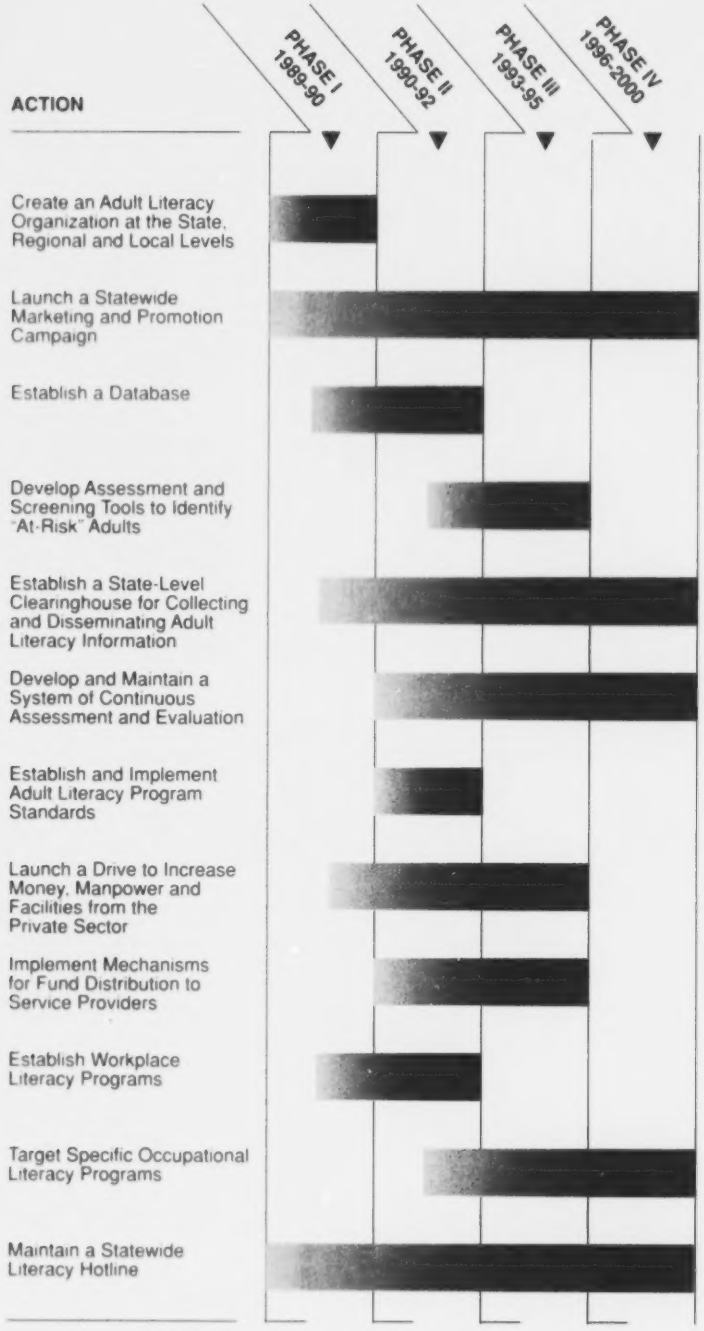
GOAL: ENHANCE THE PROFESSIONALISM OF TEACHERS AND ADMINISTRATORS OF ADULT LITERACY PROGRAMS.

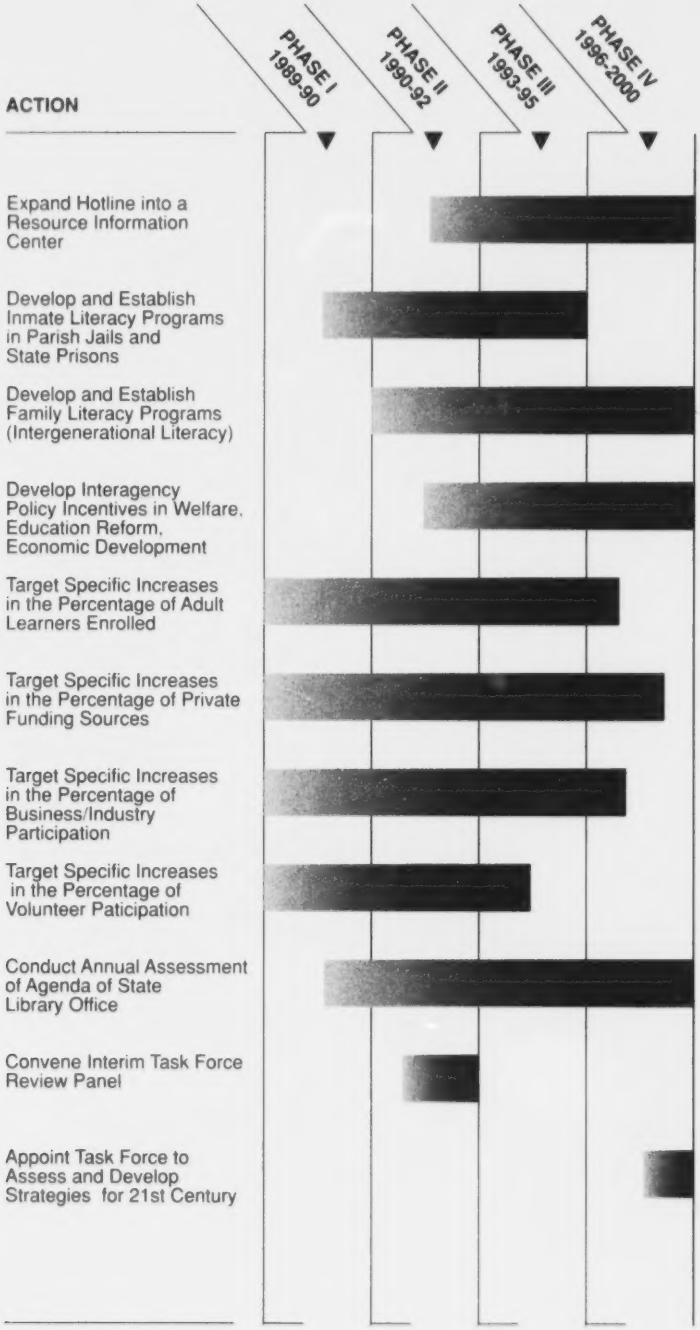
Objective: Evaluate current and newly developed methods of teaching.

Objective: Create centers for the training of literacy educators. These centers are to be staffed by a team capable of providing training in technology-delivery systems and in the following literacy education methodologies: one-on-one, ESL, handicapped and learning disabled.

Objective: Provide seminars, workshops, forums, etc. to keep literacy providers abreast of developments in the literacy field.

Objective: Support establishment of a State Literacy Association to enhance the profession of adult literacy instruction.


ACTION
PHASE I 1989-90
PHASE II 1990-92
PHASE III 1993-95
PHASE IV 1996-2000
Create an Adult Literacy Organization at the State, Regional and Local Levels
Launch a Statewide Marketing and Promotion Campaign
Establish a Database
Develop Assessment and Screening Tools to Identify "At-Risk" Adults
Establish a State-Level Clearinghouse for Collecting and Disseminating Adult Literacy Information
Develop and Maintain a System of Continuous Assessment and Evaluation
Establish and Implement Adult Literacy Program Standards
Launch a Drive to Increase Money, Manpower and Facilities from the Private Sector
Implement Mechanisms for Fund Distribution to Service Providers
Establish Workplace Literacy Programs
Target Specific Occupational Literacy Programs
Maintain a Statewide Literacy Hotline


ACTION
PHASE I 1989-90
PHASE II 1990-92
PHASE III 1993-95
PHASE IV 1996-2000
Expand Hotline into a Resource Information Center
Develop and Establish Inmate Literacy Programs in Parish Jails and State Prisons
Develop and Establish Family Literacy Programs (Intergenerational Literacy)
Develop Interagency Policy Incentives in Welfare, Education Reform, Economic Development
Target Specific Increases in the Percentage of Adult Learners Enrolled
Target Specific Increases in the Percentage of Private Funding Sources
Target Specific Increases in the Percentage of Business/Industry Participation
Target Specific Increases in the Percentage of Volunteer Paticipation
Conduct Annual Assessment of Agenda of State Library Office
Convene Interim Task Force Review Panel
Appoint Task Force to Assess and Develop Strategies for 21st Century

Appendix B:

Report of the Present Status Committee

1. Definitions and Statistics of Literacy in Louisiana

2. Summary: Survey of Literacy Providers

3. Statewide Literacy Expenditures

4. Overview of State Initiatives

5. Recommendations of the Present Status Committee

The Present Status of Literacy in Louisiana Committee Report

Introduction

The purpose of this report is to assess the present status of literacy in Louisiana so that policy makers can use the information to address a statewide problem that hampers recovery.

The report contains four sections: (1) definitions and statistics that depict the present status of literacy in Louisiana, (2) results of a survey of all known literacy providers in the state, (3) a chart of expenditures for literacy training throughout the state, (4) description of other state literacy initiatives, and (5) the recommendations of the present status committee.

(1) DEFINITIONS AND STATISTICS OF LITERACY IN LOUISIANA

To the readers of this document, a few preliminary observations and notes of caution are in order. The data reported below are calculated on the basis of information gathered by the U.S. Census Bureau, figures now nearly ten years old and subject to inaccuracy because they are based on self-reports. An additional limitation is the fact that most of the research on which this report is based was designed for purposes somewhat different from those of the Literacy Task Force. As far as the investigators are aware, there have been no scientific studies conducted in Louisiana for the sole purpose of assessing the present status of literacy in this state.

The concepts of literacy and illiteracy are relative concepts which aren't easily quantified or defined. All numbers should be regarded as gross estimates, and all definitions should be considered in some cultural, societal or economic context before they have any real meaning. What is regarded as literacy in one setting may be illiteracy in another.

The ability to sign one's name, for example, would hardly be a useful definition of literacy for a present-day employer in a high-tech firm whose workers must have the ability to think creatively and critically in order to solve complex problems on the job. Because the level of literacy needed in the future will be determined by evolving economic and social conditions, definitions used by policy makers should be flexible enough to accommodate continuing economic and cultural change in the state.

In short, a continuum of definitions appropriate for a variety of cultural, societal, and economic contexts are required. This approach assumes a continuum of skills ranging from the most basic level of reading, writing, computing and communicating to more sophisticated abilities such as problem-solving and creative thinking.

Definitions

Conventional Definitions

A widely used definition of illiteracy is the complete inability to read and write, according to a *Sunday Advocate* report "Aliens in the Native Land/The Paradox of Illiteracy."

Functional illiteracy, according to the same report, is the inability to read and write well enough to deal with such common everyday situations as reading warning labels on medications. These conventional definitions, widely used in the literature, do not lend themselves to easy quantification.

Louisiana Department of Education Definitions

The Louisiana Department of Education defines a functionally illiterate adult as someone who has fewer than five years of schooling. Of course, someone who is identified as literate solely on the basis of having passed the fifth grade may, in fact, be unable to read or write.

According to the 1980 U.S. Census, 7.8% of the state's adult population 25 and over had fewer than five years of schooling, giving Louisiana a ranking of 50th out of 50 states. The 1980 national average was 3.4%. Table 1 indicates the percent of each parish's population 25 years old and over with fewer than five years of schooling.

A comparable definition, or measure of functional literacy is the completion of high school (Brizius and Foster, *Enhancing Adult Literacy/A State Policy Guide*, p. 16).

In 1980 Louisiana's total adult population 16 years of age and older was 2,583,045. Of this number 1,118,682 (43.3%) had less than a high school education and were not enrolled in school.

According to the U.S. Department of Education, Louisiana has the third lowest high school graduation rate in the nation.

Over half of Louisiana's women 25 years of age or older have less than a high school education, and 31.5% have less than an eighth grade education, according to the *Louisiana State Plan for Adult Education, 1985-88* (Bulletin 1763).

Bulletin 1763 reports further that 92% of the heads of AFDC (Aid to Families with Dependent Children) families are mothers (75,114 cases reported in Bulletin 1763). According to 1979 figures, 7.7% of the total Louisiana AFDC mothers had less than a fifth grade education; 30% had an eighth-grade education or less; and 63.6% did not finish high school.

The Louisiana Department of Education reports that the average age of illiterates and functional illiterates in Louisiana in 1980 was 63.4 years. Of the 95,402 adults 65 years of age and older, 26% were minorities and 24.2% had incomes below the poverty level.

Occupational Literacy

Since a literate workforce is vital to economic recovery, a concept especially pertinent for Louisiana is that of occupational literacy, also explained in Brizius and Foster's guide (p.16). It is defined as "a set of skills necessary to perform a specific job or type of job." Each occupation must define its own minimum levels of literacy depending on the demands of the particular job.

Significantly, employers in Louisiana report that "the kinds of reading, writing and analytical tasks their workers routinely perform are different from those which are usually taught in schools or in general adult literacy programs. Job-related literacy tasks are oriented toward accomplishing immediate and specific goals" (Louisiana Department of Labor Report, *Louisiana 2000*, p. 29).

In a 1978 survey of business and industry approximately 30% of the executives responding indicated that 25-50% of their employees had less than a high school education. An additional 16% indicated that half of their employees were undereducated. The vast majority of respondents indicated that improving literacy skills of employees would be advantageous to their organizations.

The major urban areas of the state account for 60.5% of the unemployed population according to the Louisiana Department of Labor.

English Language Proficiency Study (ELPS)

Perhaps the most informative and detailed analysis of literacy in Louisiana can be extrapolated from an analysis conducted by the U.S. Department of Education. For this study a national sample of 3400 adults (including adults from Louisiana) was given an English proficiency test of 26 very simple routines, requiring respondents to read short sentences and then answer multiple choice questions or fill in blanks with the appropriate word relating to the sentence.

Six factors were found to be strongly correlated with English language proficiency as measured by the test: age, nativity, recency of immigration for non-natives, race, poverty status, amount of schooling, and reported English speaking ability of persons who use a non-English language at home. Literacy rates and rankings for each state were calculated by applying coefficients for all the risk factors and then totalling the results.

Table 1

Percent of Parish Population 25 Years Old and Over With Fewer Than Five Years of Schooling 1980

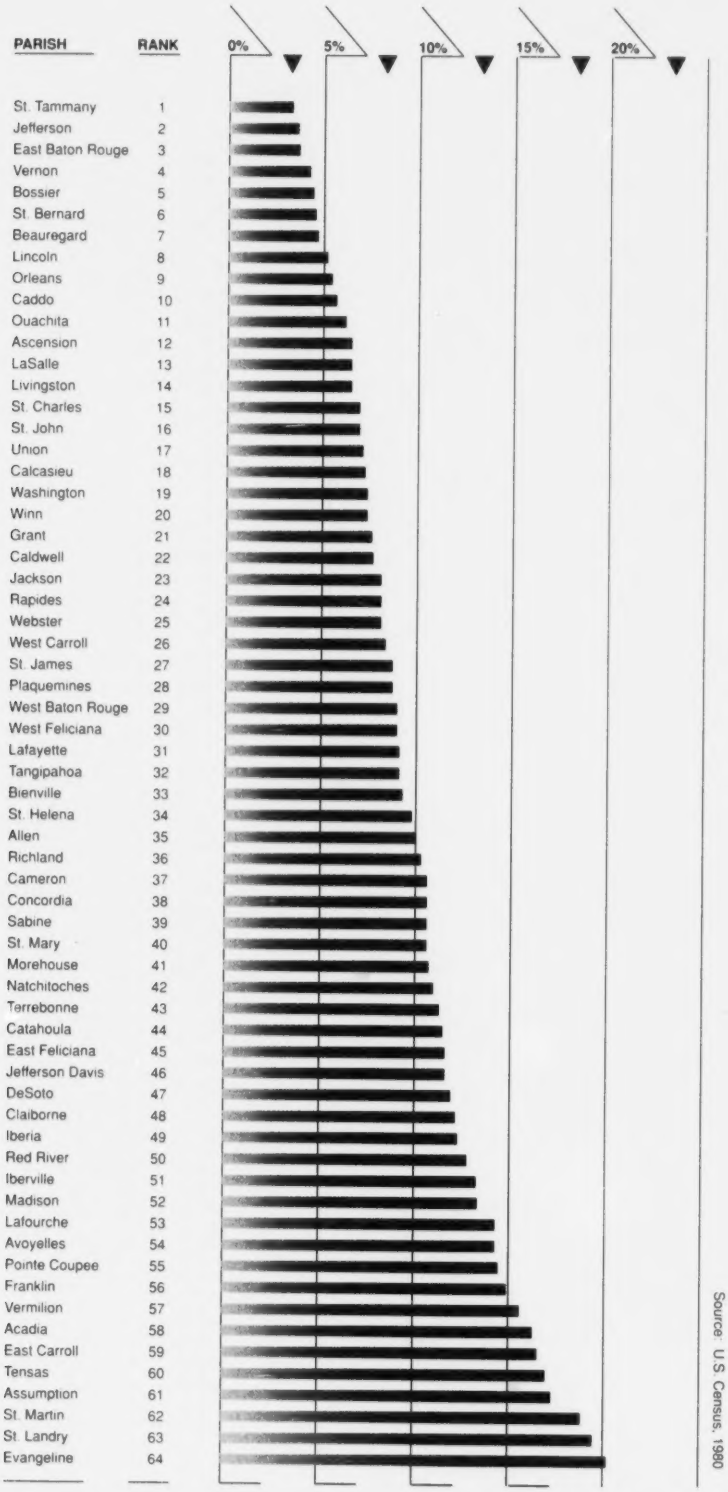
The percentage contribution of six predictive factors used to estimate illiteracy rates are as follows for this state:

Immigration status—2%; language—7% (English speaking ability of persons who use a non-English language at home); race, black—12%; years of school—74%; poverty status—3%; born before 1920—3%. Clearly, the number of years of schooling is the strongest predictor of one's English-language proficiency.

For the United States as a whole, Brizius and Foster (p. 23) report that approximately two-thirds of those defined as illiterate by the ELPS data were eligible for the labor force, but over half of those at risk of illiteracy were unemployed and most had not finished high school. More than half were under the age of fifty. Further, those at risk for illiteracy nationwide were disproportionately black, Hispanic, or recent immigrants with most living in metropolitan areas, largely concentrated in inner cities.

According to the investigators the study has particular significance for literacy programs because it dispels the notion that illiteracy is largely a problem among older people living in rural areas; this is a problem, according to conventional wisdom, which should automatically take care of itself with increasing urbanization and rising levels of educational attainment.

Instead, the ELPS data "show that illiteracy is now predominantly a problem in cities, and that among native English speaking adults in their twenties and thirties, it is ten times more prevalent than one would estimate using the traditional criterion of completion of fewer than six years of school" (USDE report, "Adult Illiteracy Estimates for States").



Source: U.S. Census, 1980

Using the research methodology described above, the ELPS investigators reported that 15% of Louisiana's population is "at risk" of illiteracy. Like the census data, this puts Louisiana at the bottom of the state rankings.

Illiteracy Rates for Parish Groups

Through the use of ELPS research methodology and 1980 census data, illiteracy rates can be calculated for groups of parishes surounding the eight centers of economic activity in the state. These rates can be compared to the state-wide average of 16%.

Table 2 identifies the centers of economic activity and the parish groups to which they belong.

Table 2

Centers of Economic Activity*

Monroe Area
- Caldwell
- East Carroll
- Franklin
- Jackson
- Lincoln
- Madison
- Morehouse
- Ouachita
- Richland
- Tensas
- Union
- West Carroll

Houma/Thibodaux Area
- Assumption
- Lafourche
- St. James
- St. Mary
- Terrebonne

Shreveport/Bossier Area
- Bienville
- Bossier
- Caddo
- Claiborne
- DeSoto
- Red River
- Webster

New Orleans Area
- Jefferson
- Orleans
- Plaquemines
- St. Bernard
- St. Charles
- St. John the Baptist
- St. Tammany
- Tangipahoa
- Washington

Baton Rouge Area

Ascension
East Baton Rouge
East Feliciana
Iberville
Livingston
Pointe Coupee
St. Helena
West Baton Rouge
West Feliciana

Lafayette Area

Acadia
Iberia
Lafayette
St. Landry
St. Martin
Vermilion

Lake Charles Area

Allen
Beauregard
Calcasieu
Cameron
Jefferson Davis

Alexandria Area

Avoyelles
Catahoula
Concordia
Evangeline
Grant
LaSalle
Natchitoches
Rapides
Sabine
Vernon
Winn

*Table 5 on page 36 reflects the percentages for these areas.

Table 3

Table 3 identifies seven categories of illiteracy "predictors" along with the percentage contribution of each predictor for the different parish groups.

	Monroe	New Orleans	Baton Rouge	Alexandria	Shreveport Bossier	Houma Thibodaux	Lafayette	Lake Charles	TOTAL
Persons age 25+ with 0-4 years of school	7.4	4.3	4.9	8.5	5.8	10.3	11.9	6.8	6.5
Persons age 25+ with 5-8 years of school	15.8	14.4	10.8	16.5	12.4	18.2	16.5	15.1	14.5
Persons age 25+ with 9-11 years of school	16.8	13.8	13.6	16.3	17.1	13.9	13.3	16	14.7
Persons age 25+ with 12+ years of school	24.5	27.1	26.2	26.4	27.1	25.3	22.6	27.1	26.1
Persons age 18+ whose primary language is not English who speak English less than "well"	0.2	1.1	0.4	1.3	0.2	2.3	3.9	1.2	1.2
Black persons age 20+	29.4	28.2	28.6	22.4	30.8	18.6	22	18.2	26.2
Persons age 60+	26.4	19.9	17.1	24.7	24.5	17.2	20.4	21	21

Table 4

Table 4 shows the products of those percentages and the appropriate coefficients arrived at by the ELPS investigators.

	Monroe	New Orleans	Baton Rouge	Alexandria	Shreveport Bossier	Houma Thibodaux	Lafayette	Lake Charles	TOTAL
Persons age 25+ with 0-4 years of school	2.849	1.6555	1.8865	3.2725	2.233	3.9655	4.5815	2.618	2.5025
Persons age 25+ with 5-8 years of school	5.5458	5.0544	3.7908	5.7915	4.3524	6.3882	5.7915	5.3001	5.0895
Persons age 25+ with 9-11 years of school	2.9232	2.4012	2.3664	2.8362	2.9754	2.4186	2.3142	2.784	2.5578
Persons age 25+ with 12+ years of school	1.7885	1.9783	1.9126	1.9272	1.9783	1.8469	1.6498	1.9783	1.9053
Persons age 18+ whose primary language is not English who speak English less than "well"	0.1042	0.5731	0.2084	0.6773	0.1042	1.1983	2.0319	0.6252	0.6252
Black persons age 20+	2.5872	2.4816	2.5168	1.9712	2.7104	1.6368	1.936	1.6016	2.3056
Persons age 60+	1.32	0.995	0.855	1.235	1.225	0.86	1.02	1.05	1.05
TOTAL	17.1179	15.1391	13.5365	17.7109	15.5787	18.3143	19.3249	15.9572	16.0359

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It is important to note that some 1980 Census data on immigration and poverty status were not available for the state study, so calculations were adjusted to compensate for the deficiency. More importantly, immigrants and those living in poverty must not be overlooked when target groups most in need of literacy training are being identified.

When Table 3 presents raw percentages of predictors for each parish group, Table 4 indicates the relative strength of each predictor in the various parish groups. For example, the fact that the Lafayette area has the lowest rate of literacy in the state can be explained best by the figures corresponding to years of schooling 0-4 and 5-8. Houma's ranking just above Lafayette can be explained similarly. In contrast, the Baton Rouge area, which is predicted to have the highest rate of literacy, has the smallest figures in those two categories.

Table 5 indicates the relative literacy rankings of the parish groups from best to worst. Again these percentages can be compared to a nationwide average of 13 and a statewide average of 16.

Table 5

Literacy Rankings

Economic Area	Total
Baton Rouge	13.5365
New Orleans	15.1391
Shreveport/Bossier	15.5787
Lake Charles	15.9572
Monroe	17.1179
Alexandria	17.7109
Houma/Thibodaux	18.3143
Lafayette	19.3249
Louisiana	16.0359

(2) SUMMARY: SURVEY OF LITERACY PROVIDERS*

The results of a statewide survey taken in 1988 of all known non-profit literacy providers and all Councils on Aging revealed that 4,106 students are pres-

ently enrolled in literacy programs provided by 2,822 tutors, tutors volunteered 212,838 hours of time, and at a cost of $885,317, monies received mostly through donations or grants.

A number of common concerns and needs were expressed by the survey respondents. Among those concerns and needs are: lack of stable financial resources for support staff, materials and programs; the need for technical assistance such as tutor-training workshops for volunteers; program establishment; need for computer experts and grant writers especially in rural areas with small populations; the need to determine the reason for high attrition rates among adult students; difficulty in recruiting non-readers who do not enroll because of shame, fear and complacency; the need for assistance in reaching the hard to reach groups such as welfare mothers and the elderly; the need for diagnostic centers for the evaluation of adult learners; the need for efficient program delivery systems such as computer assisted instruction and a greater variety of materials; the need to publicize instruction and a greater variety of materials; the need to publicize success stories about learners; the need to provide a wider range of services in one location such as basic literacy skills and work-related skills, and the need to provide college credit for students providing tutoring services.

* The complete survey results are available through the State Office for Literacy.

Overview of Other States' Efforts

Recognizing that a literate population is fundamental to enhancing economic development, many states have moved forward with efforts to increase the level of literacy among their adult population. Failure to address the lack of sufficient adult literacy will clearly result in an increase in welfare, health care, and correction costs. State policy makers searching for ways to increase the economic well-being of their states and the quality of life for the citizenry have turned their attention to the issue of adult literacy—from basic literacy to advanced technological skill development.

Although many states have developed literacy initiatives designed to respond to the particular needs of that state, some common themes exist among all. Generally, a task force or council has been appointed by a state official. These

bodies are usually composed of representatives from businesses, volunteer organizations, school systems, and other institutions concerned with the issue of adult or workplace literacy. The recommendations of these task forces generally include advocacy, development of a state literacy office and/or private foundation, coordination of public/private literacy providers, assistance with obtaining grants, fundraising, public awareness, and literacy teacher training. Additionally, many of the states specifically address such target groups as public assistance dependents, school dropouts, dislocated workers, non-English speaking persons, at-risk families, and prison inmates. A sample of representative states illustrates both the diversity in the initiatives and the commonalities in the approach.

ARKANSAS

The Governor's Adult Literacy Initiative was established in 1987 with appropriations from state general revenue funds. The goals of the Initiative are to establish a statewide coordinating council; support local literacy councils; publish a directory; provide computer-assisted instruction; provide day care services; and promote public awareness. The effort calls for adopting performance-based incentive systems for all adult literacy programs. The Initiative also addresses family literacy and school dropout prevention.

FLORIDA

The Adult Literacy Plan was developed to attack the problem of adult illiteracy in an organized, systematic, and coordinated manner at both local and state levels. The state is targeting existing resources to assist those adults who lack functional literacy competencies in attaining the skills, knowledge, and background necessary to enhance their ability to become personally and economically self-sufficient.

KENTUCKY

The Literacy Commission is charged with advising the Governor on all matters relating to literacy and shall be charged with implementing and overseeing a coordinated statewide literacy effort directed at those individuals reading below a fifth-grade level. The Commission shall serve as a formal connection among the programs serving adults who need to develop reading and writing skills. It is important to note that the Commission established an open, state-supported grants awards process, coordinated and monitored by the Kentucky Literacy Commission to fund local literacy activities. The Commission also established a non-profit Kentucky Literacy Corporation to receive private donations for literacy efforts and seek tax-exempt status from the IRS.

MASSACHUSETTS

The Commonwealth Literacy Campaign addresses the literacy barrier facing over one million adults in the state. The Campaign, with input from the Literacy Advisory Group chaired by the First Lady of the Commonwealth, is supported by task-specific ad hoc advisory groups and the Volunteer Corps. The Campaign monitors the grants, and the research component evaluates literacy services. The Campaign aims to expand opportunities for adults who want to learn how to read and write by recruiting, training and placing more than 2000 new volunteers by June 1989. They propose a long-term investment to better focus literacy and basic skills education efforts for the 1990s and beyond specifically for workforce literacy.

MINNESOTA

The Adult Literacy Campaign is an independent non-profit organization which carries out the activities to support the Campaign's volunteer leadership

and the mission of the organization. The Literacy Coalition serves as the designated advisory group to the Campaign Board, representing literacy programs, providers and other organizations interested in literacy. Minnesota was one of the first states to develop a coordinated five-year state plan.

MISSOURI

The Coalition for Adult Literacy's goals are to recruit, train and coordinate Missouri's literacy volunteers, establish a resource center, maintain a database, and staff a statewide literacy hotline. Some 40+ public and private persons involved in literacy have been recruited/invited to be a part of the Governor's Advisory Council.

PENNSYLVANIA

The Pennsylvania State Coalition for Literacy is coordinated by the Institute for the Study of Adult Literacy at Penn State University. Its major accomplishments have been the awarding of 12 start-up grants to local coalitions; the development of print and video materials to train educators to deliver programs in work sites; the sponsoring of technical assistance programs for workplace literacy, and serving in a consultant role on various literacy task forces. With the efforts carried on by the State Coalition, the Pennsylvania Department of Education and Penn State University, awareness is a top priority.

SOUTH CAROLINA

The Initiative for Work Force Excellence has been structured so it can coordinate the services of educators with the needs of employers and the community. The elements of the structure represent a series of checks and balances to ensure that the program meets the specific needs of employers throughout the state. The partnership begins at the local level with the business round tables. Composed of business leaders, these volunteer groups act as boards of directors for the Initiative. The chairmen of the 43 roundtables form the state round table which advises the Governor. The round tables assess local training and development needs and design specific strategies to meet those needs. Employers who participate in the Initiative can expect improved employee morale and a greater interest among workers in upgrading their job skills. It provides the assurance that the work force will remain productive, adaptable and competitive.

VIRGINIA

A coordinated two-dimensional structure was approved as the Virginia Literacy Initiative. The State Adult Literacy Committee was appointed to expand and coordinate current state agency efforts with those from the private sector. The Virginia Literacy Foundation was established to provide, promote and support private and volunteer literacy efforts. Together, the committee and the Foundation comprise the Virginia Literacy Initiative. Literacy services in the state are defined as those services which directly relate to the delivery of effective literacy education by a specific agency or group.

Recommendations of the Present Status Committee

The Present Status Committee makes the following recommendations to the Louisiana Literacy Task Force for a coordinated state Literacy Initiative based on the committee's research.

Recommendation No. 1

A database should be created to permit more accurate measurement of the number of Louisiana citizens likely to be below literacy level, with a distribution by age, sex, race, and geographic location. This database should include the six factors identified by the English-Language Proficiency Study (ELPS) highlighted in the Present Status Committee report that are likely indicators of illiteracy.

Recommendation No. 2

The Louisiana Driver's License Bureau should be requested to begin keeping statistics on the number of persons requesting the oral examination for a Louisiana Driver's License and that this information be incorporated into the database in recommendation No. 1.

Recommendation No. 3

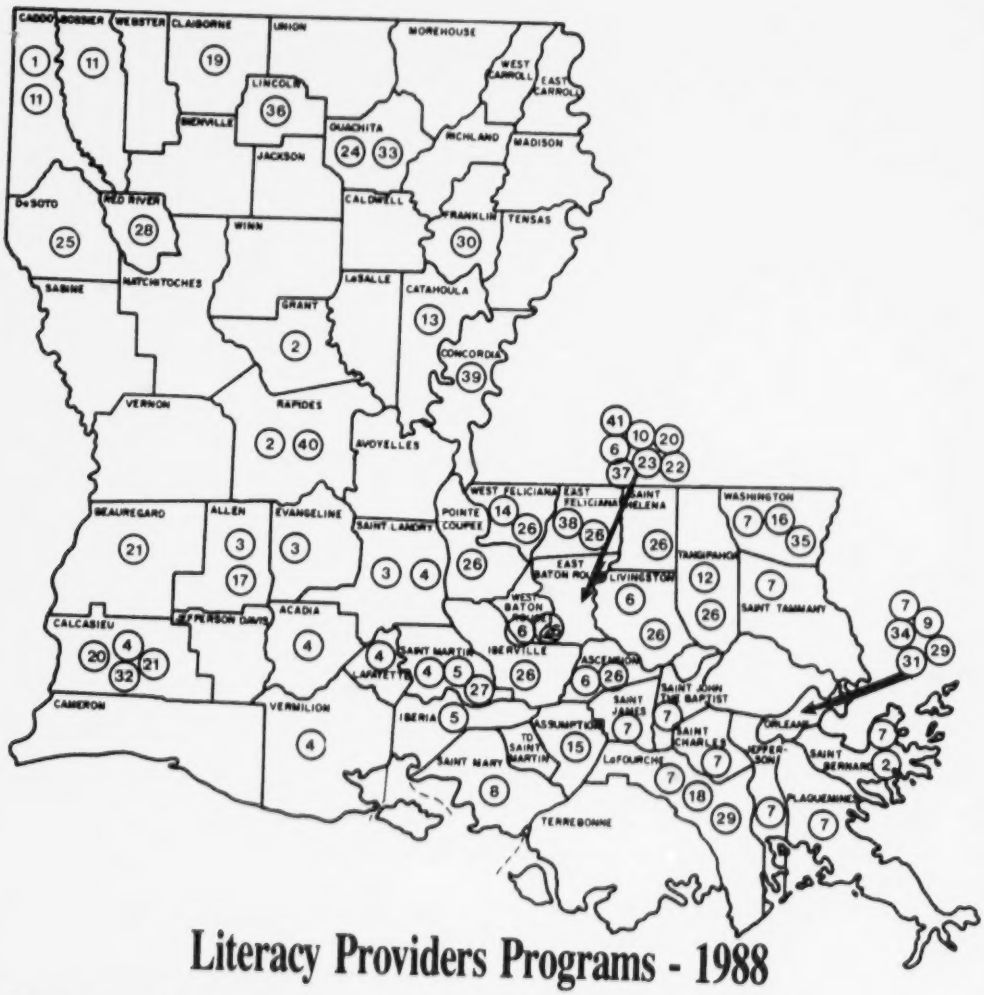
A complete directory of literacy providers both public and private should be compiled and regularly updated that not only includes logistical information but also explains the specific audience each provider targets. Additionally, this directory should include information as to the number of students served by all providers within the state, the number of tutors trained and working, and the kinds of funding involved in the program.

Recommendation No. 4

A statewide Literacy Initiative should be established to provide for increased public awareness, coordination of public/private literacy providers, assistance to literacy providers in obtaining grants, literacy teacher training, coordination and enhancement of technology research and development, and the development and implementation of a targeted group approach to eradicate illiteracy in the state. Specifically the Present Status Committee recommends the formation of the following:

▾The Louisiana State Literacy Office under the auspices of the Governor's Office which will have a full-time paid staff which receives policy guidance from an Advisory Council comprised of the First Lady of Louisiana, representatives from the state departments involved in providing literacy education, labor, business/industry, literacy providers and community leaders.

▾The Louisiana Literacy Foundation (for raising and distributing funds from the private sector) which will be directed by a Board comprised of the First Lady of Louisiana, individuals from business/industry, labor, and private sector and community leaders.



Literacy Providers Programs - 1988

1. Literacy Volunteers of America (LVA) Centenary College Chapter, Shreveport
2. Literacy Fellowship Mission-LA Baptist, Pineville
3. Operation AACE, Ville Platte
4. Volunteer Instructors Teaching Adults (VITA), Lafayette
5. Plantation Education Program, Inc. (PEPI), New Iberia
6. Operation Upgrade of Baton Rouge, Inc., Baton Rouge
7. YMCA-Operation Mainstream, New Orleans
8. Operation Reach-Out, St. Mary Parish School Board, Centreville
9. Central City Adult Education Agency, New Orleans
10. St. Paul Adult Learning Center, Baton Rouge
11. Project READ—Reading Enhances Adult Development, Bossier City
12. Upgrade Tangipahoa, Inc., Hammond and Amite
13. Breadcrumb Baptist Ministry Center, Jonesville
14. Adult Literacy Program of West Feliciana, St. Francisville
15. Adult Learning Center/Ascension Catholic Church, Donaldsonville
16. Bogalusa Literacy Council, Bogalusa
17. Allen Parish Libraries Literacy Program, Oberlin
18. Lafourche Council on Aging Literacy Program, Lockport
19. Claiborne Council on Aging Education Program, Homer
20. Louisiana Workers Assistance Program, Baton Rouge
21. Literacy Council of Southwest Louisiana, Lake Charles
22. Migration and Refugee Services, Baton Rouge
23. Judson Baptist Literacy Project, Baton Rouge
24. Project READ—A Second Chance, United Way of Northeast Louisiana, Monroe
25. LVA Literacy Project, DeSoto Parish, Mansfield
26. Capital Area Literacy Coalition, Baton Rouge
27. Teche Literacy Project, St. Martinville
28. Pine Belt Multipurpose Agency, Inc., Coushatta
29. Refugee Social Services, Associated Catholic Charities, New Orleans
30. Franklin Parish Library, Winnsboro
31. New Orleans Public Library, New Orleans
32. Calcasieu Council on Aging, Lake Charles
33. West Ouachita Senior Center, West Monroe
34. RSVP, New Orleans Council on Aging, New Orleans
35. Washington Parish Council on Aging, Franklinton
36. Lincoln Parish Council on Aging, Ruston
37. Baranco-Clark Branch, YMCA, Baton Rouge
38. Operation Upgrade—Woodland Center, Clinton
39. Concordia Parish Library, Ferriday
40. Refugee Resettlement Center, Pineville
41. Ready to Read, East Baton Rouge Parish Adult Education, Baton Rouge

Appendix C:

Recommendations of the Government Committee to the Louisiana Literacy Task Force

I. LEGISLATIVE DEFINITION OF LITERACY: Using printed and written information to function in society, to achieve one's goals, and to enhance one's knowledge and potential. The levels of literacy which will allow the selective targeting of specific populations are: basic literacy, general literacy, and specialized literacy.

II. ORGANIZATIONAL STRUCTURE: The statewide literacy initiative should have a bifurcated structure composed of an agency within the Governor's Office and a statewide non-profit independent organization.

III. INDEPENDENCE FROM THE BOARD OF EDUCATION: The statewide literacy initiative should be removed from the exclusive jurisdiction of the State Board of Elementary and Secondary Education (BESE) as set out in R.S.17:14.

IV. CATEGORIZATION OF FUNDING: Monies targeted for literacy in all areas of the state budget should receive a trackable code from the State Budget Office in order to make the best and most efficient use of available funds.

These recommendations have been based on information presented by the Government Committee in previous reports to the Task Force. Please refer to those reports if further clarification is needed.

Findings and Recommendations of the Government Committee

I. LEGISLATIVE DEFINITION OF LITERACY: Using printed and written information to function in society, to achieve one's goals, and to enhance one's knowledge and potential. The levels of literacy which will allow the selective targeting of specific populations are: basic literacy, general literacy, and specialized literacy.

Findings

1. *Rationale for Recommendation*

The Government Committee was charged with developing a legislative definition of literacy to guide the state in providing literacy services to the adult population. State agencies have been working from the premise that illiteracy is characterized by an education below the fifth grade level. That definition is too narrow for a statewide literacy initiative.

The Committee researched the existing definitional strategies and concluded that a two-fold definition would be most useful to the state. A definition which acknowledges the broad continuum of literacy skills necessary for successful participation in life situations builds into the base of the state's initiative the flexibility to provide the appropriate programs to a population which will grow increasingly literate as years go by. At the same time, by carving out specific levels we can immediately target certain populations which are in direct need of assistance. A two-

fold definition allows both private and public agencies to work together in the process at various intervention points, while still unifying efforts to plan and implement literacy efforts statewide.

2. *Summary of Research*

In Enhancing Adult Literacy: A Policy Guide (Council of State Policy and Planning Agencies, 1987), the problems of defining literacy are clarified:

> Recognizing that all individuals or groups of adults fall somewhere on the continuum of literacy, the task of the policy-maker is not to define literacy, but to decide where to put resources to help some people move along the literacy continuum and to judge how far it is necessary for people to move so that other goals, such as creating jobs or improving productivity, can be met ... By defining the literacy continuum and estimating the numbers and characteristics of people along that continuum, state policy and planning officials will be able to give governors the clearest picture of the adult literacy problem without prejudging how many people are 'illiterate' or 'literate.'

It has become increasingly clear that literacy is only one of a panoply of survival skills necessary to the socially functioning adult. In all probability, they will be less inclined to accept and achieve standards of literacy defined by others and not viewed as germane to their lives and concerns.

Similarly, in *Solutions in Progress: Results of a Survey of Literacy Programs and Activities* (Education Commission of the States, 1987), the varying needs of adult literacy students is emphasized. Occupational literacy is critical, but is not the only solution because significant portions of the population presently displaced and identified as requiring literacy services have never been part of the workforce.

Many of the most recent and respected studies of literacy have adopted the National Assessment of Educational Progress (NAEP) evaluation of illiteracy in the United States. In "Literacy: Profiles of America's Young Adults" (NAEP-ETS, Report #16-PL-02, 1985), the NAEP defines literacy as **"the ability to use printed and written information to function in society, to achieve one's goals, and to develop one's knowledge and potential."** Some of those studies adopting the NAEP definition of literacy as a basis for action are listed below:

"Lawyers for Literacy: A Bar Leadership Manual," a special public service publication of the American Bar Association's Task Force on Literacy, 1987.

Making America Work: Productive People, Productive Policies, National Governor's Association (NGA), 1987.

Workforce 2000: Work and Workers for the 21st Century, William B. Johnston, U.S. Department of Labor, 1987.

Workforce Literacy in the South: Meeting the Economic Challenge of the 1990's, MDC, for the Sunbelt Institute, September 1988.

"Adult Functional Literacy in the South: Program Responses and a Proposal for a Regional Approach." Southern Growth Policies Board, November, 1988.

Some states, such as Illinois, have adhered strictly to the grade-level achievement, years-of-schooling definitions of literacy for policy development. Others, like Florida, have tried to broaden the strict lines. The Florida Adult Literacy Plan, produced in 1988, recognizes two levels of literacy: basic literacy means achievement at a fourth grade reading level, and functional literacy means achievement at an eighth grade level.

Still other states have chosen to adopt a broad definition of the literacy continuum, with specific levels of achievement defined within that continuum. Missouri and Georgia are two examples. The "Missouri Plan for Literacy Advancement" (1987) broadly defines literacy, but delineates seven functional levels, ranging from the individual who can neither read nor write to the level typical of productive working adults. The "Georgia Governor's Task force on Adult Literacy Report" (1987) adopted a broad definition of literacy encompassing three specified levels: basic, general and specialized literacy. It is thereby easier to target specific populations and direct appropriations to specific program objectives.

II. ORGANIZATIONAL STRUCTURE: The statewide literacy initiative should have a bifurcated structure composed of an agency within the Governor's Office and a statewide non-profit independent organization.

1. *Rationale for Recommendation*

The Government Committee was charged with examining the appropriate role of government in the provision of adult literacy services and with recommending a feasible structure of the statewide literacy initiative.

The Committee researched organizational models from other states and discovered four basic options. In all state models, however, success is dependent on the cooperation and coordination of all branches of state government, private and volunteer literacy providers and community-based organizations. The Committee recommends a bifurcated structure, with a State Literacy Office under the Office of the Governor, accompanied by a private, non-profit Statewide Literacy Foundation. Placing the initiative within the Office of the Governor offers several advantages: it gives adult literacy visibility and credibility as a public policy issue; it demonstrates the state's commitment to addressing the problem; it allows easy access to other state agencies and departments involved in providing literacy services. Through his Office, the Governor can continue to make adult literacy a personal priority. The accompanying Foundation is equally necessary to coordinate and facilitate volunteer, community and business literacy efforts; serve as a grantor to private sector literacy groups; direct a fund-raising and public awareness campaign; and serve as a non-partisan advocate for the adult literacy initiative.

2. *Summary of Research*

Four main types of organizational models are currently successful in other states. They include:

1. A literacy initiative directly under the Governor's Office;

2. A literacy initiative directly from within a governmental agency (Education, Labor, Economic Development, etc.);

3. A literacy initiative organized through an independent, non-profit organization with close affiliations to the Governor's Office and governmental agencies; and

4. A literacy initiative consisting of a public sector component housed within state government and a private sector non-profit foundation.

Models from other states always include the State Department of Education as a key agent in the provision of literacy services. Those states with a formal statewide literacy initiative which have chosen to base their states' programs in the Department of Education include Pennsylvania, New York, Wisconsin, Connecticut and Florida.

Often states have chosen a coalition of agencies, with the administrative responsibility placed either directly within state government or mandated through an independent, non-profit organization with formal affiliations to governmental agencies. Some examples include Minnesota, Massachusetts, Hawaii, North Carolina and Texas.

Virginia has adopted a two-pronged coordinated approach. The public segment of the statewide initiative is directed through the State Adult Literacy Committee. It is a five-member committee, appointed by the Governor, with representatives from all education boards, the public library, cabinet offices of the social services, economic development, etc. The Committee staff consists of a director and clerical assistant. The private, non-profit segment is the Virginia Literacy Foundation, an incorporated, non-profit endowment which coordinates literacy activity outside of state government. This includes serving as grantor to private providers, raising funds from private sources, recognizing outstanding programs, etc.

It must be emphasized that any administrative structure will require the cooperation of everyone — government, business and industry, professionals, educators, volunteers and community-based organizations — and the coordination of all these efforts to achieve a viable program to promote adult literacy.

III. Independence from the board of education: The statewide literacy initiative should be removed from the exclusive jurisdiction of the Board of Elementary and Secondary Education, as set out in R.S.17:14.

1. ***Rationale for Recommendation***

The Government Committee was charged with investigating any existing legislation relevant to literacy in Louisiana. The only binding legislation falls within the jurisdiction of statute R.S.17:14, which established the Division of Adult and Community Education within the State Department of Education. The statute mentions literacy as one of the areas for which the Board of Elementary and Secondary Education (BESE) shall adopt "rules and regulations" for programs. It also states that BESE shall approve the plan of operation for development and implementation of such programs. Although the State Office of Literacy must foster close working relationship with the Division of Adult and Community Education, it must also maintain some measure of independence from the State Department of Education in order to function effectively as an interagency coordinating body.

2. *Summary of Research*

R.S.33:7501, entitled "Municipal Anti-Poverty," reads in part: "any municipality shall have the power and authority to provide for support of the poor and necessitous within their respective jurisdictions (and) include the following powers: literacy courses and other adult basic education programs." While this is a possible vehicle for local action, it should be noted that the statute seems aimed at assistance for the "unskilled poor," and other categories of low income or disadvantaged persons. Many of those needing literacy services are not necessarily included in this category.

R.S.17:1911 allows Louisiana to be a member of the Education Commission of the States. The value here is that part of the Commission's authority is to provide a national clearinghouse for information on educational concerns.

Other existing references deal with literacy as a requirement for serving as a juror, on a jury commission, making a sealed will, being a school board member and registering to vote. It also appears that if one cannot read or sign his/her name, then he/she might not be able to make a written will. At least, the validity of the document is open to question. In short, references serve to reinforce the justifications for a literate population.

IV. CATEGORIZATION OF FUNDING: Monies targeted for literacy in all areas of the state budget should receive a trackable code from the State Budget Office in order to make the best and most efficient use of available funds.

1. ***Rationale for Recommendation and Summary of Research***

The Government Committee was charged with determining what level of funding the state is presently providing for its literacy programs. The Committee conducted a two-part investigation. First, a survey of parish and adult continuing education directors yielded disparate and highly uncoordinated reports of funding. Second, all state departments, bureaus, boards and commissions were asked to provide information on available funds for literacy. Several departments (Education, Corrections, Labor) have allocated funds used, at least in part, for literacy. However, these funds are difficult to track down in department budgets. Individual institutions, not a systemwide, coordinated effort, appear to determine spending priorities for available literacy monies. A computer code, or a similar system compatible with the operations of the State Budget Office, should be attached to all potential literacy funds from public sources. This will aid in the coordination of statewide programs, the reduction of duplicated efforts, and the ability to analyze funds spent for literacy services.

Appendix D:

Report of the Economic Development Committee

1. Louisiana Literacy Task Force Economic Development Committee Recommendations

Louisiana Literacy Task Force Economic Development Committee Recommendations

I. Establish a Literacy Office reporting to the Governor and a Literacy Foundation which will interact with private industry and coordinate with the Literacy Office. These two entities will be charged with developing and implementing a plan to achieve a Literate Louisiana with an aggressive but reasonable time-line.

Strategies:

1. The state office would be responsible for insuring coordination among all state agencies which have some responsibility for providing literacy services. This office would coordinate between state agencies and any federal source of funding which targets literacy and would direct such funds to address a coordinated plan for provision of services.

2. The foundation office would be responsible for developing private funding and providing direction from the business community so

that literacy programs produce employable graduates. This office would work closely with the state Literacy Office so that private funds could be used to fill in holes not covered by public funds. This office would also be charged with lobbying the legislature for bills or for resources to achieve the goal and with advocating for public and business support of the overall program.

3. Both offices would provide expert resources to the state in federal and private fund-raising in order to assure adequate resources to address our needs.

II. Develop a statisical baseline so that progress toward achieving a Literate Louisiana can be measured.

Strategies:

1. Using the English Language Proficiency Study (ELPS) as a starting point; catalog the parish by parish populations' literacy proficiency.

2. Develop a current, statewide resource list of literacy providers, again by parishes, using the information collected by the Task Force as a starting point. This list will provide the definitive point from which the state can build the network to provide literacy service in every parish.

3. Commit to a yearly report to the legislature on the "state of the State in literacy".

III. Develop a system of program coordination, to replace the competition that exists now, so that many points of entry are available to the person needing literacy services. This system would focus on taking the student from his starting point to a level of proficiency which enables him to find a job and/or continue to acquire additional skills.

Strategies:

1. Create a flow chart based on the acquisition of skills by an illiterate or functionally illiterate student. This chart would be keyed to each parish so that a continuum of services could be developed based on what already exists and how best to provide the missing components. The end result would be a network which could include entry through a non-profit one-on-one tutoring program, stepping up into a G.E.D. class, entering into a Vo-Tech class which is training potential employees for a specific employer, entry into a position with that employer, and, finally, ongoing access to additional skill upgrading either through the employer or through a state-funded program.

2. Develop a priority list highlighting areas which offer the greatest potential for job creation or upgrading of the current positions. Extensive interaction with the business community is essential in this step and should be accomplished through the Private Industry Councils (PICs).

IV. Publicize the Literacy Hotline number (currently funded by Middle South Utilities) and coordinate with those answering the Hotline to insure that the information available is up to date. Arrange to receive regular reports on the calls to the Hotline so that a follow-up system can be developed which will provide additional information to the Literacy office as to the overall effectiveness of the effort.

V. Develop a results reporting system which will follow each entrant through the literacy system and provide regular updates on the success of each one of the programs.

Strategies:

1. Develop a series of statistics which can be collected from this point forward by any program requesting financial or resource assistance from the Literacy Office. For any state-managed program, these statistics should include the results of a literacy competency test. For any private, non-profit program, a requirement for funding might be the enrollment of a student graduating from the entry-level program (i.e. Operation Mainstream) into the next level program.

2. Tie all subsequent funding to the delivery of graduates able to progress to the next level of instruction, and eventually to a literate adult.

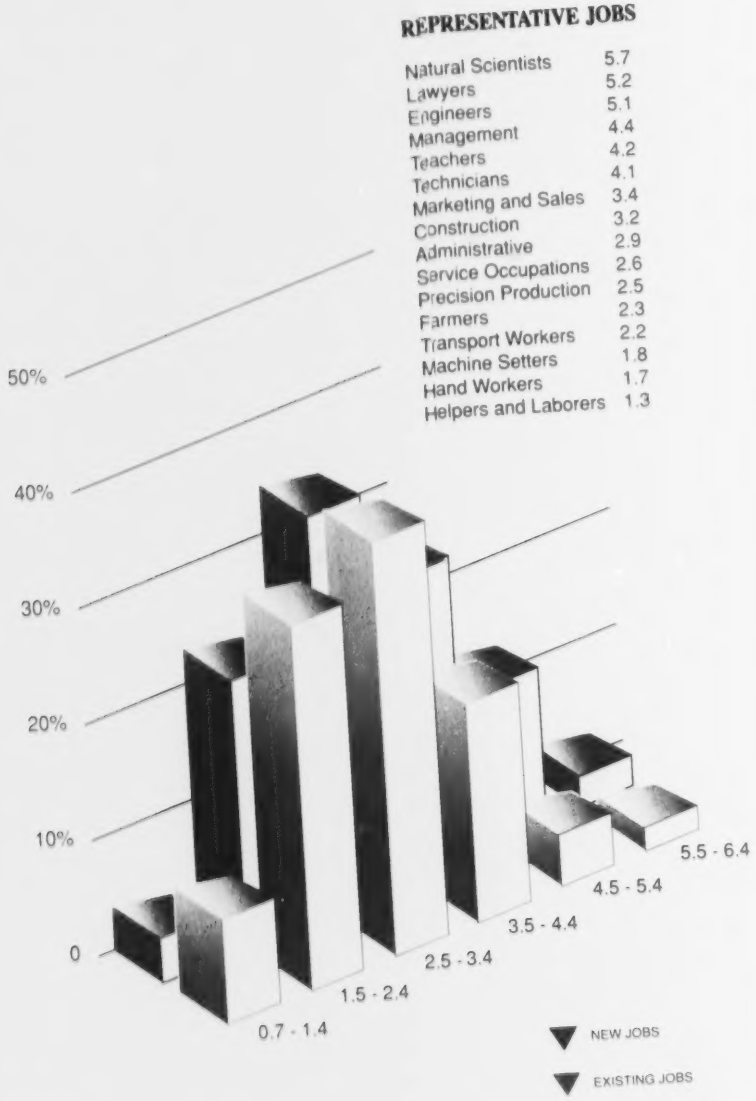
VI. Using the plan developed by the Marketing Committee of the Task Force, raise awareness of the general public, potential students, and volunteers who could help in various aspects of the program.

Strategies:

1. Begin the process with a statewide forum of CEOs, other business and community leaders, and representatives of the Louisiana Task Forces, addressing Economic Growth and the Vo-Tech System. This forum should be held in Baton Rouge prior to the start of the regular legislative session.

2. Coordinate the media campaign so that the system is in place to respond by the time students and tutors are asked to become involved. This means that the initial publicity would work to raise awareness of the problem and set the stage for the subsequent action steps.

Low Skilled Jobs Are Declining



Statistical Abstract of United States, 1988

Appendix E:

Report of the Finance Committee

1. Louisiana Literacy Task Force Finance Committee Final Report

Louisiana Literacy Task Force Finance Committee Final Report

Charge to the Committee

As a sub-committee of the Louisiana Literacy Task Force, the Finance Committee was formed to: determine the scope of what other states are successfully doing to fund their statewide literacy initiatives; study the long-term financial literacy needs; research current available resources; and make recommendations for funding statewide literacy efforts in Louisiana.

Comparison with other states

State spending on adult education varies tremendously from state to state. Like the federal government, states have historically underinvested in the adult literacy service delivery system. Yet, in recent years some states have begun to devote substantially more resources to adult education than in the past, according to Jack A. Brizius, well over half of all state spending on adult education occurred in just two states, California and Michigan.

Estimates of illiteracy, functional incompetency, and marginal competency range from 0.5% to more than 50% of the adult population in the United States. There is no agreement on the costs of illiteracy nationwide; however, some estimates exceed $200 billion annually. Federal assistance for literacy programs is primarily authorized through the Adult Education Act (Hawkins-Stafford through FY94), the Omnibus Act of 1988, the McKinney Act of 1987, the Job Training Partnership Act (JTPA), Family Security Act of 1987, and the Vocational Education Act.

The data in the Brizius study is based upon adult education, not just literacy. In response to a questionnaire sent to those states providing adult literacy programs, the following funding comments were given.

- The State of Georgia is spending $16.7 million on adult literacy programs. $5.9 million of that amount is used for corrections. $5.0 million comes from private sources. It is calculated that illiteracy will continue increasing for the next four years despite these efforts.

- The State of Illinois set up programs using $8.7 million, mostly from state funds, under the Illinois Literacy Council chaired by the Secretary of State/State Librarian.

- The Kentucky Literacy Commission awards $1.3 million in local and regional grants to fund literacy activities in each county.

- The Minnesota Literacy Coalition and Campaign Board managed to double the state funding for literacy in 1987 to $7.3 million. In addition, $1.6 million was available in private funding.

- North Carolina spends approximately $65,000 of the Library Services and Construction Act (LSCA) funds each year via the State Library. Their Literacy Council has proposed substantial increases in state, federal and local funds for literacy. Despite this effort, they still estimate it will take over ten years of concerted effort to bring about substantial improvement.

- In Pennsylvania $7 million in state funds are used to encourage local volunteer efforts and are augmented by LSCA and other federal and private funds.

Funding Needs in Louisiana:

The current levels of funding for literacy in Louisiana are difficult to track for many reasons. Among those, those that posed the greatest obstacles were: no central office to track funds for literacy services; in department and agency budgets, literacy funds not identified; some reported figures include both adult education and adult literacy funds; no standard definition of literacy; and no mechanism exists to track the substantial amount of private funds dedicated to literacy.

Louisiana has approximately 2.5 million adults. It is estimated that 25% to 50% of these people need literacy services, whether or not that percentage is based upon years of schooling or a definition of illiteracy as conventional, functional, or occupational. Employers have recognized for decades that their employees are undereducated and in need of basic literacy training. Most literacy rankings place Louisiana at the bottom of the list.

There are 650,000 to 1,250,000 adults in Louisiana that need literacy training. The Brizius study places the cost of one year of literacy training at $600 per student. This would mean a cost of $390 million to $750 million the first year, if it were possible to enroll every person currently in need of literacy training.

It is proposed that a workable goal would be to enroll 100,000 people per year for the next ten years. By the year 2000 up to 1,000,000 people would have been enrolled. This would constitute an increase of fifteen times our present rate of 7,000 enrollees per year. Anything less would be ineffective against this growing problem.

Other Funding Sources That Should Be Made Available

The committee has identified several potential sources of funds for the statewide literacy initiative. Among the federal resources are the Job Training Partnership Act, the Family Services Act of 1988, the Carl Perkins Vocational Education Act of 1984, the 1987 Hawkins-Stafford Amendment to the Adult Basic Education Act, Chapter I and Chapter II funds. The Federal Bilingual Education Programs offer three potential sources: the Title VII Bilingual Education Act, the Emergency Immigrant Education Program, and the Transition Program for Refugee Children. Other federal funds include the Drug Free Schools and Communities Act,

the Wagner-Payser 7-b Discretionary Funds, and the Community Services Block Grants, the Omnibus Trade Act, the Library Services Construction Act, the Secretary of the U.S. Department of Labor's discretionary funds, and the Secretary of the U.S. Department of Education's discretionary funds. Other diverse funds exist, but until Louisiana has a centralized approach to identifying funding sources, it will be difficult to become aware of them and use them fully.

The committee met with representatives of the State Department of Education and the State Department of Labor to learn about their use of state and federal funds for adult literacy programs in Louisiana. The committee also met with the regional vice president of the National Alliance for Business, Henry L. McHenry, to learn more about the applicability of JTPA funds to adult literacy services.

It is recommended that funding for literacy programs in Louisiana be centralized in order to coordinate the adult literacy programs statewide. All of the State and Federal funds are, at least in part, subject to the governor's discretion as to how they are used. The exact methods used will vary from fund to fund, for example the JTPA funds can be influenced through the Private Industry Councils, since they must adhere to the Governor's Coordination Criteria and Special Services Plan.

Recommendation 1

I. The committee recommends the establishment of a central office to be responsible for tracking the funding for literacy programs statewide.

Recommendation 2

II. The committee recommends that this central office also coordinate the public and private sector investment in adult literacy.

Recommendation 3

III. The committee recommends that through a combination of public and private investment, 100,000 adults per year will be enrolled in adult literacy programs.

If Louisiana is to be a "World Class" competitor, bold steps must be taken.

Appendix F:

Louisiana Literacy Task Force Committee on Literacy in Correctional Institutions Final Report

Charge to the Committee

As a subcommittee of the Louisiana Literacy Task Force, the Committee on Literacy in Correctional Institutions was formed to determine what is being done in prisons now about illiteracy; to research what other states are doing; and to come up with a comprehensive program for the Department of Corrections for use in prisons. The committee was also charged with determining how much such a program will cost and identifying a source of funding.

Current programs in Louisiana

Meetings with State Department of Corrections personnel reflected considerable interest in greater involvement in educational programs, despite the constraints imposed by their facilities. In state institutions, the level of enrollment in educational programs at present is about 11%, including vocational education. The precise cost of these programs could not be determined. Funding comes from a variety of sources: state general funds, Department of Education (for juvenile programs), and Department of Corrections (for adults). Some programs are jointly funded and administered. Corrections officials expressed a preference to have their programs operated under the Department of Corrections.

A survey of parish sheriffs, to determine what is being done at the local level, yielded useful data. Over 57% (37) of the sheriffs replied and 20 (54% of respondents) indicated that they currently offer some kind of educational programs. Only ten sheriffs indicated they are doing any testing. The 37 sheriffs responding to the survey held 8,774 inmates, with 695 (8%) inmates enrolled in educational programs. The nine sheriffs reporting costs are spending an average of $813 per student. (The survey instrument and a tabulation of responses are appended to this report.)

The local school board is the sole source of funds for educational programs in ten of the parish jails, and is one of the sources of funds in three others. Thus, 65 of the sheriffs with educational programs are working with their local school boards. Other funding came from local and federal funds.

Practices and Programs in Other States

Review of Educational Programs in Correctional Facilities

In 1986, a National Institute of Corrections' study of successful inmate literacy programs across the country reported that solid low-level and non-reader programs shared certain characteristics. These programs are individualized

using one on one and/or group instruction; used a flexible, often competency-based curriculum; are staffed by trained reading teachers and/or trained inmate or volunteer tutors; often are supplemented with computers; and are part of a integrated educational program that can advance the non-reader to higher education levels. In addition to academic classes, many educational programs use life/social skills development to foster student self-esteem, positive mental attitude, and responsible work habits.

MARYLAND

A five (5) member Council was required by statute under the jurisdiction of the Department of Public Safety and Correctional Services which is within the State Department of Education. The Council consists of one member appointed by the Governor for a four (4) year term, with the following serving as ex officio members:

1) The State Superintendent of Schools
2) The Commissioner of Corrections
3) The Executive Director of the State Board for Community Colleges, and
4) The County Superintendent of Schools from a County where a Correctional Institution of the Division of Corrections is located, who is selected by the State Superintendent

The State Superintendent appoints a Director of Education for the program who shall implement and operate the educational programs, developed by the Council.

The Council shall adopt regulations for all correctional institutions in the Division of Corrections for the implementation of a mandatory educational program for all inmates who fail to attain a minimum educational standard as set forth in the following subsection:

1) The regulations adopted by the Council shall require that:

   a. In 1988, the educational standard shall be the sixth (6th) grade equivalent in reading on the Test of Adult Basic Education (TABE);

   b. In 1989, the minimum educational standard shall be the seventh (7th) grade equivalent on the TABE;

   c. In 1990 and thereafter, the minimum educational standard shall be the eighth (8th) grade equivalent in reading on the TABE.

The regulations shall only apply to any inmate who:

1) Is received by the Division of Corrections after July 1, 1987;

2) Has 18 months or more remaining to be served before a mandatory release date;

3) Is not exempted due to a medical, developmental, or learning disability;

4) Does not possess a verified General Educational Diploma (G.E.D.) or a High School Diploma and;

5) Does not attain a minimum educational standard on the TABE.

Any inmate who is not exempted under number three (3) of this subsection shall participate in the mandatory education program for at least ninety (90) calendar days.

The Division of Corrections shall report to the Parole Commission the academic progress of an inmate in the mandatory education program.

VIRGINIA

The Virginia Literacy Incentive Program (LIP) is an incentive-based program that emphasizes education for inmates and makes literacy achievement a factor in the parole process. The program is designed to help inmates achieve at a sixth (6th) grade reading level.

ILLINOIS

The Illinois Department of Corrections operated a ninety (90) day mandatory education program for inmates whose reading skills are below the sixth (6th) grade level. A voluntary Adult Basic Education (A.B.E.) program follows the

mandatory program, and pay levels under the program are higher than for any other job, which encourages inmates to participate.

SOUTH CAROLINA

South Carolina encourages correctional institutes to establish literacy councils that include inmates. Volunteer tutors recruited from both the inmate population and the community are used in prison literacy programs.

OHIO

In 1985 Ohio required mandatory attendance for inmates functioning below the fourth (4th) grade level. In 1987 it was raised to the sixth (6th) grade. The literacy program mandates school attendance for ninety (90) days, after which participation is voluntary. Eligible inmates attend classes five (5) days a week, approximately four (4) hours a day, for three (3) months. Inmate students receive $18.00 monthly and good-time as long as they meet eligibility requirements. They may continue Adult Basic Education (A.B.E.) classes on a volunteer basis after the three (3) month period, and still receive $18.00 monthly and good time if eligible. Eighty (80) to ninety (90) percent choose to continue their education.

Recommendations

There are approximately 22,000 inmates in Louisiana state and parish prisons. Adult basic education programs have been provided on a limited basis both at state correctional institutions and parish facilities, and peer tutoring methods are

being utilized with measurable success on a limited basis. There is a need to develop a statewide method to evaluate the educational levels of the incarcerated, and to develop and to coordinate programs providing every capable inmate with literacy training.

1. **Testing.** Academic evaluation is a critical area, and without the correct testing instruments or consistent testing procedures, progress with this literacy program cannot be validated. Testing should be coordinated by the State Literacy Office.

Initial Testing. All prisons and jails in Louisiana shall test inmates at the time they are admitted. The testing shall determine the basic skills level and screen for any learning or developmental disabilities. The test results shall become part of the inmates permanent record. The testing instruments should be selected with a view to using the data to determine academic skill levels, as well as monitoring the student's progress. The instruments selected should provide data which will be recognized on a national level, such as the California Achievement Test (CAT) or Adult Basic Learning Examination (ABLE). Some inmates may have to be tested orally in order to determine accurately their abilities. The test results should be able to rate inmates according to grade levels 1-12.

Evaluations. A test should be administered after a three-month period to evaluate progress and to determine if an inmate should be recommended for continuation in a program. All test results and teachers' evaluations should be submitted to the State Literacy Office as a part of the program evaluation.

2. **Programs.** All literacy programs in the correctional institutions of Louisiana shall be coordinated with the State Literacy Office if they receive state or federal funds. The State Literacy Office shall develop a literacy plan for correctional facilities in Louisiana.

The Department of Corrections, with the Department of Education, shall adopt regulations for all state correctional institutions providing a literacy program for inmates who fail to attain a minimum literacy level as established by the State Literacy Office.

The sheriffs, in cooperation with the adult education department of the local school board office, shall develop literacy programs for all inmates who fail to attain a minimum literacy level as established by the State Literacy Office.

Consideration shall be given when prison architectural design and/or lack of space due to overcrowding shall temporarily limit the availability of literacy. Staff training in utilizing inmate and/or volunteer tutors in teaching shall be provided through the State Literacy Office.

Up to 65% of the inmate population in Louisiana reads below the fifth grade level, based upon scattered and inconclusive reports. It should be a top priority to provide a literacy program which would educate inmates to function at this minimum literacy level, and teach them to perform such tasks as filling out a job application.

Even those inmates functioning at or above the fifth grade level are often not functioning at a level which would make them desirable workers in the

higher technology jobs which may be available in Louisiana. The worker of today must be able to function at least at the ninth grade level.

It is recommended that an educational program focusing on basic skills such as reading and writing be offered to those who are below the fifth grade level. Additional adult basic education programs should be offered, if funds and space permit, which will advance the student at least to the ninth grade level.

3. **Incentives.** The State Literacy Office shall develop and recommend incentives for all who participate in the literacy programs in correctional institutions. It costs $17,000 per year to incarcerate a person in Louisiana prisons. Thus, if recidivism can be reduced, future funds will be saved. Employers will benefit from a more literate work force.

The inmates should be provided with incentives, whether they are students or tutors/teaching assistants. It is recommended that successful participation in the educational programs should be a condition for consideration for parole, good time, occupational training, work release, halfway houses and trustees. Also, participation should be recognized for pay, the same as work release, and credit for participation should be granted as part of the inmates' daily activities. Inmates should not be placed in the position of having to pursue their educational programs "on their own time" after a day's work.

4. **Records.** A complete set of records will be maintained on all participants and will be made available to proper officials. Monthly and annual reports will be submitted to the Department of Education and State Literacy Office for statistical purposes and program evaluation.

Louisiana Literacy Task Force Survey of Parish Prisons

	No. of Inmates Currently Held*	Ed. Prog. - Yes or No B. Reasons for not having program: Lack $/Arch. Design	Would you have prog. if $ were available? Yes or No	What type Ed Prog. offered**	Total enrolled	Testing for Academic Skill Yes or No	No. of Staff involved in Ed. Prog.	$ Source of funding
Acadia	64	Yes		B, C	20-30	No	1	Loc. Funds-Unk.
Allen	40	No, lack of funds and arch. design	Yes			No		None
Ascension	56	No, lack of funds and arch. design	Yes	None		No	0	None
Assumption								
Avoyelles	338	No, lack of funds	Yes			No	0	None
Beauregard	95	Yes		C	12	Yes	1	None
Bienville								
Bossier	121	Yes		C	9	No	1	Loc. Sch. Bd.
Caddo	455	Yes		B, C	58	Yes	1	Federal - $28,000
Calcasieu								
Caldwell								
Cameron								
Catahoula								
Claiborne	38	No	No			No	0	
Concordia								
DeSoto	86	No, lack of funds	Yes			No	0	None
East Baton Rouge	663	Yes		C	47	No	3	Local - $7,500
East Carroll	35	No, lack of funds and arch. design	Yes	None		No	0	
East Feliciana	55	No, lack of funds	Yes	None		No	0	None
Evangeline	75	Yes		B, C	24	Yes	3	Federal - $53,000
Franklin								
Grant	26	Yes		A, B, C	14	No	1	LSB
Iberia	69	Yes		B, C	Varies	No	2	LF&LSB-$Unk.
Iberville	91	Yes		A, C	12-20 in both	No	0	LSB - $2,500
Jackson								
Jefferson								
Jefferson Davis								
Lafayette	557	Yes		A, B, C, D	123	Yes	1	Local
Lafourche								
LaSalle	20			C	0	No	0	LSB
Lincoln								
Livingston								
Madison								
Morehouse								
Natchitoches	48	Yes		B	3	No	1	LSB
Orleans	3,850	Yes		A, B, C, D	165	Yes	9	$198,000
Ouachita	429	Yes		C	40	No	1	Federal - $8,000
Plaquemines	96	No, arch. design	No	C	8	No	1	LSB - $ Unk.
Pointe Coupee	86	Yes		B, C	10	Yes	1	LSB-$1,500-$2,000
Rapides	235	No, lack of funds	Yes	None		No	0	None
Red River	45	Yes		C, D	26	Yes	2	LSB-$ Unk.
Richland	42	No, lack of funds	Yes	None		No	0	None
Sabine								
St. Bernard	77	Yes		C	11	Yes	2	LSB - $3,000
St. Charles	Bet. 60-70	Yes		C	13	Yes	3	None
St. Helena	21	No, lack of funds and arch. design	Yes	None		No	0	None
St. James	34	No, lack of funds	Yes	None		No	0	None
St. John the Baptist								
St. Landry	190	Yes		C, D	15	No	4	J.T.P.A.-$ Unk.
St. Martin								
St. Mary								
St. Tammany	Varies 140-155	No, lack of funds and arch. design	Yes	None		No	0	None
Tangipahoa	301	Yes		A, B, C, D	70 approx.	Yes	3	LF&LSB-$5,000
Tensas								
Terrebonne								
Union								
Vermilion								
Vernon	81	No, lack of funds	Yes	None		No	0	None
Washington	86	No, lack of funds and arch. design	No	None		No	0	None
Webster								
West Baton Rouge	50	Yes		C	15-20	No	1	LSB-$ Unk.
West Carroll								
West Feliciana	19	No, lack of funds and arch. design				No	0	None
Winn								
Total	8,774*				695 (7.9%)			$306,500 ($441/student)

*Reflects totals of parishes which responded to survey

**A = Functionally illiterate, B = Adult Basic Education, C = High School Equivalency, D = Other

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Appendix G:

Report of the Marketing Committee to the Louisiana Literacy Task Force

I. Goal/Introduction

The goal of the Public Awareness/Marketing Committee is to provide a format for the State Literacy Office which will enable the office to inform and educate the community at large concerning the magnitude and seriousness of the adult illiteracy problem in Louisiana.

Through a well-organized, publicized awareness campaign, the citizens will be made aware of the drastic social and economic consequences of illiteracy and at the same time be challenged to lend their support as part of the solution.

Illiteracy is not the responsibility of a handful of non-profit programs; it is the responsibility of the entire society. Through a well-developed, coordinated, professional public awareness campaign, citizens will be given the opportunity to demonstrate their awareness by offering their resources. Additionally, more citizens in need of literacy services will become aware of the opportunity to participate as a student in a literacy provider organization.

Much of the responsibility of the Public Awareness/Marketing Campaign will be handled through the proposed State Literacy Office. A database which profiles all existing services must be in place prior to the implementation of a major public awareness campaign. After that has been accomplished, target audiences for public awareness will be identified and the phases of the marketing plan will be coordinated with the proposed phases of the Literacy Task Force. In each of the phases, the State Literacy Office will consider public awareness resources, guidelines and methods of creating an awareness, public awareness activities, an in-depth view of media resources and talents needed to accomplish marketing tasks, and a realistic budget to include at-cost items, in-kind services, and funded items.

II. Objectives

The tasks to be accomplished by the Public Awareness/Marketing Campaign include:

A. Establishing a well-developed, coordinated statewide advertising and public awareness campaign.

B. Designing an on-going, long-range plan in order to accomplish goals and objectives of the Literacy Task Force.

III. Target Audiences

The target audiences of the Public Awareness/Marketing campaign for literacy in Louisiana will include:

A. Those in need of literacy services, including:

1. the general adult population, 16 years and older, who need literacy instruction;

2. adults currently employed who face changes in job duties; and

3. the inmate population in the Louisiana prison system.

B. Those who will become part of the solution by teaching or performing supportive tasks, including:

1. volunteer tutors; and

2. members of area literacy coalitions/task forces.

C. Those who can offer resources and support, including:

1. business and industry leaders;

2. community leaders; and

3. legislators.

IV. Guideline for Plan/Methods (Vehicles) of Delivery

The following are general guidelines for tactical advertising in the Public Awareness/Marketing Campaign:

- Develop a slogan and logo which captures the theme of literacy with a focus on Louisiana (such as "Striving for a More Literate Louisiana").

- Louisiana Literacy Hotline - continue "call to action," using the hotline to link callers using this as a vehicle in the statewide network.

- Statewide literacy directory - compile, publish, and disseminate directory of services, programs, and resources to enhance local programs and eliminate time lag.

- Utilize all advertising media forms in the state to create an awareness:

  - Newspapers, both daily and weekly
  - Radio
  - Television, including commercial, public and cable channels
  - Outdoor advertising
  - Transportation advertising
  - Motion Picture advertising
  - Posters
  - Brochures

- Design, publish, and disseminate to all markets through the Literacy Office appropriate ads and broadcast material for the media.

- Design, publish, and disseminate appropriate brochures/posters for all needs. These will range from generic to reach all areas of the state and all audiences to more specific literature to reach certain areas and certain audiences such as one for potential students or one for potential volunteer tutors.

- Determine where such literature should be placed to reach intended audiences, for example: welfare offices, employment security offices, driver's license bureaus, public libraries, churches and synagogues, community centers.

- Create graphics to accommodate slogan and logo for all phases of the campaign.

V. Suggestions of Possible Public Awareness Activities to Incorporate:

- Catalog and computerize (database) all literacy information and services in the state.
- Publicize the literacy-related activities of community groups, for example, tutor training, staff development meetings and recognitions ceremonies. These events can increase involvement of the public.
- Establish a literacy speakers' bureau to provide speakers for civic organizations, business, and industry.
- Recognize the efforts of outstanding students and volunteer tutors through such events as "graduation ceremonies." Let them speak about their experiences; as personal role models, they provide the best motivation for others.
- Conduct public hearings; arrange for tutors and students to testify, as well as prominent business and community leaders.
- Coordinate lobbying efforts at city, parish, and statewide levels, producing any materials the Legislative Subcommittee may require.
- Hold press conferences.
- Participate in forums/conferences.
- Organize letter writing campaigns to legislators.
- Develop a simple press packet that outlines the issues, statistics, and how the problem of illiteracy can be addressed.
- Write editorials, op-ed pieces, or letters to the editor highlighting the consequences of illiteracy and what is being accomplished presently.
- Ensure that local officials utilize media opportunities, such as radio, television, and newspaper interviews, to increase public awareness about illiteracy.
- Invite the participation of local celebrities and media personalities. (This can also be used as an advertising approach.)
- Demonstrate that programs are working — being a part of the solution, not part of the problem.

- Create public events highlighting literacy progress, such as "Literacy Day in the Mall."
- Working with the PLUS Program, tie-in PBS and ABC officials.
- Utilize high school educational system for active participation.
- Utilize grocery bags at larger supermarket chains to publicize; literacy hotline number at bottom of bills of companies that will participate.
- Utilize public transportation vehicles, such as sanitation and public works vehicles, to publicize the literacy message.

VI. Resources and Talents Needed to Accomplish Long-Term Public Awareness Campaign Goals

A preliminary list of media resources and human talents which will be incorporated as budgeted items (at cost and through bids) and in-kind services. As indicated below, help should be sought from marketing, advertising, legal and political experts, in developing effective awareness, outreach, fund-raising and recruitment campaigns. Additionally, help can be obtained from City Parish Councils, so that a wide variety of service and governmental agencies can help advertise the literacy services available.

Existing resources, such as the information from PLUS (Project Literacy U.S.) and camera-ready ads from the AAA/INAME Foundation Newspaper Advertising Student Competition, can also be utilized.

A. Media:

newspaper: ads (display, classified, drop-in), editorials, articles, features, letters to the editor

television: PSA's, programming, news, features

outdoor and transit: billboards, placards

radio: PSA's, talk shows/interviews.

B. Creative and production: concept and writers - production - graphic arts - printing

C. Public relations: editorial - special events - speakers - legislative liaisons

D. Internal responsibilities: coordination - communications

VII. Budget Items: At-cost, In-kind, Funded through Budget

The accuracy of a Public Awareness/Marketing campaign budget estimate is dependent on the amount of resources and talent that is donated as in-kind service, equipment, space, etc., or offered at cost. Estimates on brochures, printing, and graphic reproduction (posters, signs, outdoor and transit materials) are at cost. If sufficient efforts are made, many of these and other "essential" costs can be reduced substantially.

This provides a worksheet format to begin the formulation of such a budget.

1. Newspaper (Daily and Weekly):
   Based on 50% paid advertising (display, classified), 50% donated (frequent drop-in or filler ads)

2. Television - (Commercial, PBS, Cable Systems):
   Based on 50% paid advertising, 50% donated (PSA's)

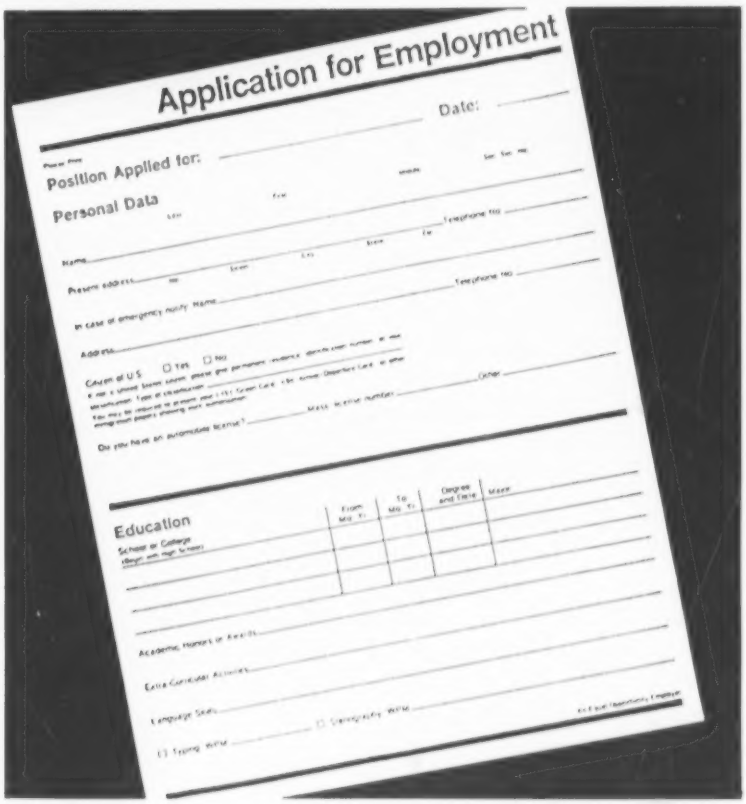
3. Radio:
   Based on 25% paid advertising, 75% donated

4. Outdoor advertising:
   Based on 100% donated space (figure in cost of materials)

5. Transportation:
   Based on 25% paid advertising, 75% donated time

6. Miscellaneous Media - brochures, posters, literacy directory, etc.

   [Sample materials for advertising campaigns are presented on the following pages.]



Can You Fill This Out?

Copy:

If you can, be thankful. There are those who can't. One out of five American adults is functionally illiterate. Twenty-three million people can't read a help wanted ad or fill out a job application form. If you care about non-readers, read them this advertisement, and encourage them to visit a nearby Literacy Learning Center. For more information, call toll free, 1-800-227-3424.

Copy:

Our society is faced with an increasing rate in illiteracy. 1 out of every 5 Americans has difficulty in reading and understanding this message. Our friends, relatives and neighbors encounter this problem each day of their lives.

We as family, friends and employers need to reach out to help those less fortunate than ourselves to overcome this serious problem and encourage them to better themselves and the society in which we live.

C'mon, lend a helping hand.

Louisiana Literacy Hotline

A service for those who want to learn to read and those who want to help.

1 (800) 227-3424

Appendix H:

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Capital Area Literacy Coalition (Baton Rouge) and Louisiana Coalition for Literacy. "The Literacy Challenge: Agenda for a Literate Louisiana," proposal submitted to the Gannett Foundation, 1987.

Contact Center, Inc. (P.O. Box 81826, Lincoln, Nebraska 68501-1826; 402-464-0602)

Council of State Policy and Planning Agencies. (Hall of the States, 400 North Capitol, Room 291, Washington, D.C. 20001)

Project Literacy U.S. (PLUS). (Kentucky Educational Television, 600 Cooper Drive, Lexington, Kentucky 40502; 606-233-3000)

SER-Jobs for Progress National, Inc. (1355 River Bend Drive, Suite 240, Dallas Texas 75247; 214-631-3999)

Southern Regional Education Board. (592 Tenth Street, NW, Atlanta, Georgia 30318-5790; 404-875-9211)

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